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BUREAU OF LAND MANAGEMENT

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Fiscal Year 1987 Budget Estimates

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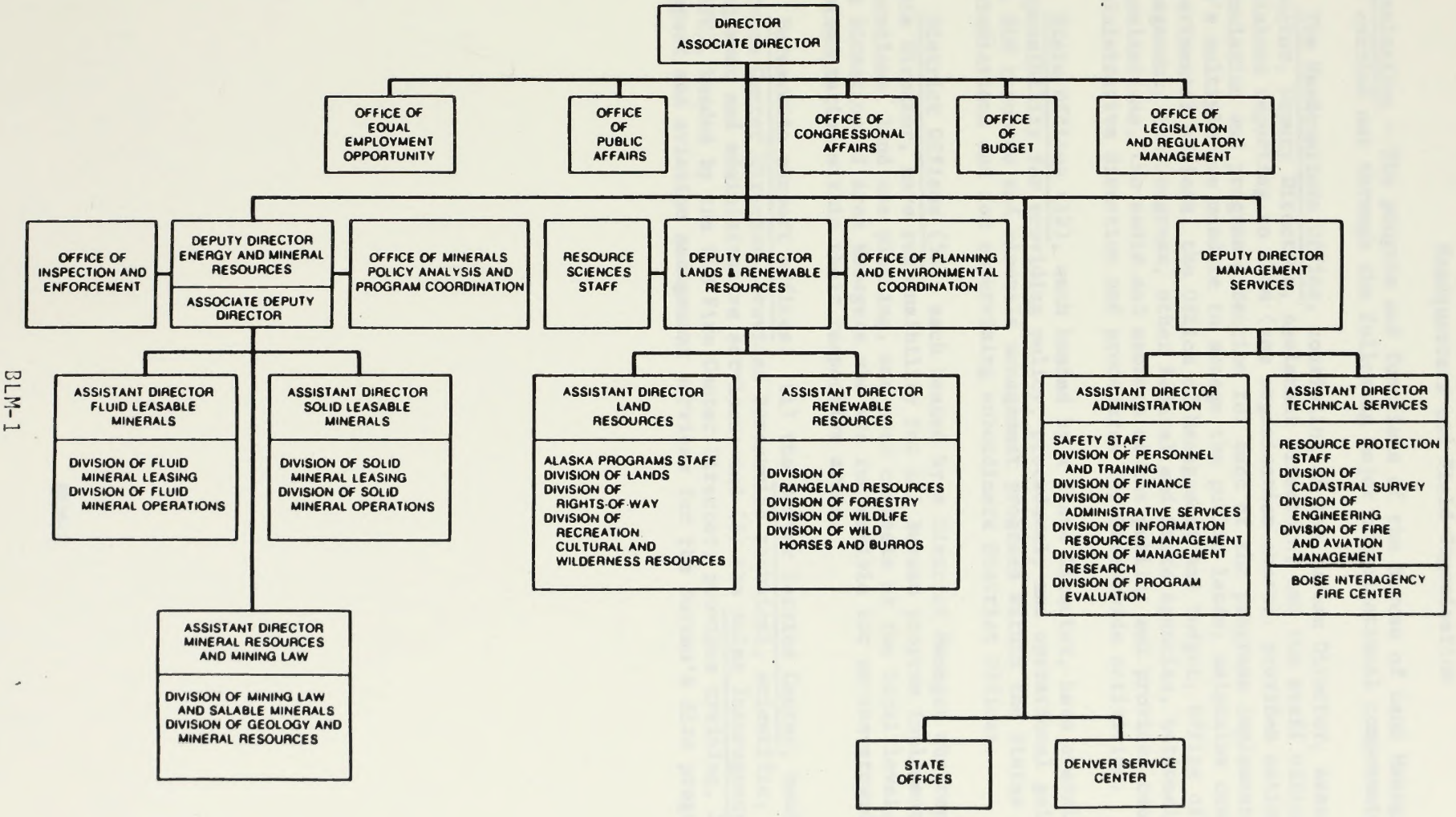
BUREAU OF LAND MANAGEMENT



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GENERAL

Bureau of Land Management

Headquarters and Field Organization

Organization - The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.

b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions and for supervising subordinate District Offices.

c) District Offices (55), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.

d) Bureauwide support offices: (1) the Denver Service Center, headed by the Service Center Director, provides Bureauwide technical, scientific, data mangement and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director, provides training, logistical support and aviation management services for the Bureau's fire program.

General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development and management of both surface and mineral resources on approximately 300 million acres of public lands located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises mineral operations on 300 million acres of mineral estate underlying other federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

The Bureau's primary objective is to manage the public lands and their resources under the concept of multiple-use through attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development, and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The FY 1987 Budget Estimates do not reflect the Administration initiative to interchange intermingled lands and related management responsibilities between the BLM and the Forest Service (FS) pending completion of a legislative proposal. However, as this initiative becomes more fully defined for implementation through the development of a legislative proposal, modifications or revisions to the FY 1987 Budget Estimates will be submitted. For comparability, the FY 1986 Estimates have been adjusted by restoring the Oregon and California Grant Lands accounts and by eliminating the projected impact of the interchange on the Management of Lands and Resources account.

DEPARTMENT OF THE INTERIOR
BUDGET ACCOUNTS TABLE

BUREAU: Bureau of Land Management

Budget Authority and Outlays (in thousands of dollars)

Account and Functional Code	Budget Authority			Outlays		
	FY 1985 Enacted	FY 1986 Estimate	FY 1987 Estimate	FY 1985 Enacted	FY 1986 Estimate	FY 1987 Estimate
Federal Funds						
General and Special Funds:						
Management of Lands and Resources (302).	455,453	372,178	390,037	455,107	376,553	390,000
Construction and Access (302).....	2,028	1,203	1,203	2,229	3,098	1,203
Payments in Lieu of Taxes (852).....	102,900	105,000	105,000	102,900	105,000	105,000
Oregon and California Grant Lands (302).	56,939	51,160	51,160	53,939	51,160	52,160
Special Acquisition of Lands and Minerals (302).....	16,000	1,300	1,300	16,061	1,300	1,300
Land Acquisition (302).....	4,695	---	---	1,450	3,888	---
Range Improvements (302).....	10,000	10,000	10,000	9,750	9,750	9,750
Recreation Development & Operation of Recreation Facilities (302).....	---	---	---	---	---	---
Service Charges, Deposits & Forfeitures (302).....	4,070	5,920	5,810	3,429	5,560	5,810
Miscellaneous Permanent Appropriations (999).....	85,494	52,777	70,633	84,643	52,777	70,633
Intragovernmental Revolving Funds and Management Funds:						
Working Capital Fund (302).....	---	---	---	1,792	-790	-1,449
Subtotal, Federal Funds.....	737,579	599,538	635,143	731,300	608,296	634,407
Trust Funds						
Miscellaneous Trust Funds: (302).....	700	700	700	700	700	700
Trust Revolving Funds:						
Subtotal, Trust Funds.....	700	700	700	700	700	700
TOTAL, FEDERAL AND TRUST FUNDS	738,279	600,238	635,843	732,000	608,996	635,107

Comparison of 1987 Estimates with 1986 Estimates:

(Dollar amounts in thousands)

		1986 Estimate	1987 Estimate	Inc. (+) or Dec. (-)
Management of Lands and Resources	$	372,178 1/	390,037	+17,859
	(FTE-T)	(8,473)	(8,475)	(+2)
Construction and Access	$	1,203	1,203	---
	(FTE-T)	(31)	(31)	(---)
Land Acquisition	$	---	---	---
	(FTE-T)	(7)	(---)	(-7)
Payments in Lieu of Taxes	$	105,000	105,000	---
	(FTE-T)	(1)	(1)	(---)
Oregon and California Grant Lands	$	51,160 2/	51,160	---
	(FTE-T)	(998)	(998)	(---)
Range Improvements	$	10,000	10,000	---
	(FTE-T)	(130)	(130)	(---)
Service Charges, Deposits, and Forfeitures (Indefinite)	$	5,920	5,810	-110
	(FTE-T)	(45)	(45)	(---)
Miscellaneous Trust Funds (Current, Indefinite)	$	100	100	---
	(FTE-T)	(---)	(---)	(---)
Total, Current Appropriations Requested	$	545,561	563,310	+17,749
	(FTE-T)	(9,685)	(9,680)	(-5)
Permanent and Trust Funds				
Special Acquisition of Lands and Minerals (Borrowing Authority)	$	1,300	1,300	---
	(FTE-T)	(---)	(---)	(---)
Miscellaneous Permanent	$	52,777 3/	70,633	+17,856
	(FTE-T)	(55)	(55)	(---)
Miscellaneous Trust Funds	$	600	600	---
	(FTE-T)	(16)	(16)	(---)
Subtotal, Permanent	$	54,677	72,533	+17,856
	(FTE-T)	(71)	(71)	(---)
Other Accounts	$	---	---	---
	(FTE-T)	(189)	(160)	(-29)
Budget Authority, Total BLM	$	600,238	635,843	+35,605
	(FTE-T)	(9,945)	(9,911)	(-34)

1/ Excludes projected costs ($900 net) and savings (125 FTE-T) from the BLM/ Forest Service interchange.

2/ These funds and FTE's were included in the National Forest System account in the FY 1986 President's Budget as "proposed for later transmittal."

3/ Include $40,512 in permanent appropriations from Western Oregon timber receipts.

Highlights of FY 1987 Request

The FY 1987 Budget Estimate for the Bureau of Land Management (BLM) is $635.8 million, 1/ an increase of $35.6 million from the comparable FY 1986 level. The estimate includes $70.6 million in Miscellaneous Permanent Appropriations, $1.3 million as an estimate of interest accrued on the unused portion of bidding rights issued for acquisition of non-Federal minerals in the Rattlesnake Wilderness Area, and $.6 million in Miscellaneous Trust Funds. This constitutes a combined increase of $17.9 million from the FY 1986 Estimate for Permanent Appropriations and Trust Funds.

For operating funds and Payments in Lieu of Taxes (PILT), for which current appropriations are requested, the FY 1987 Estimate is $563.3 million, 1/ an increase of $17.7 million from the FY 1986 level.

Special emphasis is given throughout the FY 1987 Budget to the resource management priorities for the Department as established by the Secretary. These include priority to wilderness review, increased partnership and cooperative endeavors with States, private individuals and organizations to improve management of the public lands and resources including the energy and minerals program, continued improvements in the area of water resources, Indian and Native self-determination, and improved agency management practices through the application of information technology. Funding priority has also been placed on those programs which protect existing public investment in facilities and resource projects, respond to regional and local economic needs, and ensure both visitor and resource protection.

The changes between the FY 1986 Estimate and the FY 1987 Estimate for each appropriation are highlighted below:

Management of Lands and Resources

The FY 1987 request for the "Management of Lands and Resources" appropriation is $390 million, an increase of $17.9 million from the FY 1986 Estimate. Within this appropriation, a $1.3 million decrease from the 1986 Estimate in the energy and minerals activity is possible due to decreased industry demand in coal, oil shale/tar sands, geothermal, and non-energy mineral leasing. Increases of $1.1 million in oil and gas and $.8 million in mining law administration will be used to increase diligent development reviews of Indian minerals leases as required by law, process additional lease adjustments, increase FOGRMA section 205 delegation agreements with the States, and to improve performance of surface management responsibilities and perform mining claim validity determinations in wilderness areas.

An increase of $.2 million for lands and realty management will provide for full implementation of the fair market rental procedures for rights-of-way, partially offset by savings in other lands and realty work.

The FY 1987 request provides $113.6 million for the renewable resources management activity, an increase of $14.6 million.

1/ Estimate levels do not reflect adjustments for BLM-FS interchange.

The wild horse and burro program is increased by $9 million for additional removals and continuing efforts to reduce herds to planned management levels. An increase of $1.9 million will provide for additional rangeland monitoring resulting from implementing grazing decisions, and also will provide for project planning related to range improvements.

The $.5 million increase in soil, water and air management is requested for additional work on risk assessment and site evaluation of hazardous materials found on public lands.

A wildlife habitat increase of $.5 million reflects the anticipated listing of an additional 60 T/E species, including many plant species, resulting in needs for additional inventory, monitoring, recovery plan development, and implementation to ensure BLM actions do not jeopardize T/E species and support recovery.

The total $2.7 million increase in recreation management represents an effort to better protect and manage important recreation resources. A $.6 million increase for cultural resources management will provide for operation and maintenance of the Anasazi Heritage Center in Colorado and protection and stabilization for other critical sites. The $1.7 million increase in wilderness management will provide for additional work involving study and review of areas returned to WSA status by the Court decision in Sierra Club v. Watt and to increase interim management capability. An additional $.5 million in recreation resources management will be used for more intensive management of nationally significant areas or areas of high public use.

Fire management provides funding for services critical to planning, organizing and executing fire management activities, including BLM responsibilities in Alaska, and for completion of Phase II of the Bureau's Initial Attack Management System (IAMS) to improve fire suppression response.

In the planning and data management activity, emphasis will be on continuing the level of resource management planning at substantially the FY 1986 rate. Data management is increased by $1.5 million for increased equipment maintenance, user support, and additional equipment in support of the geographic information system.

The Alaska cadastral survey program will be maintained at approximately the FY 1986 level. The program for cadastral survey - other States is increased by $.5 million primarily to resurvey portions of the Powder River Basin in Wyoming.

The technical services program is increased by $1.3 million above the FY 1986 Estimate. The additional funding will be used for improved maintenance of the Bureau's recreation facilities (+$.6 million) and transportation system (+$.6 million). A $.1 million increase in engineering services will allow completion of additional transportation plans. Resource protection and building maintenance will continue to be funded at the FY 1986 level.

The FY 1987 Estimates provide $85.4 million for general administration, an increase of $1.1 million. Decreases are proposed in administrative services and support reflecting efforts to improve efficiency and reduce the size of the BLM administrative organizations. The increase in fixed costs is to cover rising communications costs, transfer of duty station moves, and to reimburse the Department of Labor for unemployment and injured employee compen- sation payments made to present and former BLM employees.

Construction and Access

The FY 1987 request provides $1.2 million for the access program. No funding for new construction projects is requested. The funding for the access program is limited to the purchase of easements to provide only that access necessary to get products to market and develop needed resources.

Land Acquisition

No new funding for land acquisition projects is requested in FY 1987.

Payments in Lieu of Taxes

Payments in Lieu of Taxes (PILT) will be fully funded at $105 million, which is the same amount requested in 1986.

Oregon and California Grant Lands

The FY 1987 request for the "Oregon and California Grant Lands" appropriation is $51.2 million for administration of O&C lands under BLM jurisdiction; the same amount requested in 1986. As a result of the Administration's initiative to interchange intermingled lands between the BLM and the Forest Service, the O&C grant lands may be transferred to the Forest Service for management. A decision will been made whether to prepare an alternative FY 1987 Budget proposal later this year.

Range Improvements

The request for range improvement funds is $10 million, the same as the FY 1985 level. The grazing fee for the 1985 grazing year is $1.35 per animal unit month (AUM). This formula is currently the subject of a joint BLM/Forest Service study required by PRIA, the results of which will be reported to Congress later this year.

Service Charges, Deposits, and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoption of wild horses and burros, and repairs to damaged property can be recovered through service charges, deposits of funds, and forfeitures of performance bonds. The FY 1987 level of receipts which are available to offset program costs is estimated to be $5.8 million.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resource management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is $.1 million for FY 1987. In addition, other contributions are permanently appropriated for resource improvement projects and land survey work.

Special Acquisition of Lands and Minerals

No new funds are requested for this appropriation in 1987. Interest on the unused portion of bidding rights issued for the acquisition of mineral rights in the Rattlesnake Wilderness Area will continue to accrue at an annual level of $1.3 million in 1987.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products be shared with States or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. In FY 1987, it is estimated that $70.6 million will be paid to States and counties under these appropriations. These estimates do not reflect the proposed transfer of Western Oregon timber receipts and related permanent appropriations to the Forest Service, or the proposal to share only net receipts with the O&C counties. Pending further effort to define these concepts, it is premature to estimate their impact on these permanent appropriations at this time.

Authorization

Current authorizations for appropriations provided in Section 318 of the Federal Land Policy and Management Act of 1976 (P.L. 94-579) expired as of September 30, 1984.

RECEIPTS

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau of Land Management in Fiscal Years 1982, 1983 and 1984 and estimated receipts for Fiscal Years 1985, 1986 and 1987 by source.

	Actual 1982	Actual 1983	Actual 1984	Estimate 1985	Estimate 1986	Estimate 1987
Sales, Public Land and Materials	$ 3,599,000	$ 11,528,000	$ 9,175,000	$ 8,500,000	$ 8,500,000	$ 8,500,000
Noncompetitive Filing Fees	107,500,000	86,175,000	-5,039,000	30,000,000	30,000,000	30,000,000
Registration and Misc. Filing Fees	4,428,000	2,342,000	2,215,000	2,300,000	2,300,000	2,300,000
Mineral Leasing 1/	1,313,069,000	949,264,000	--- 2/	--- 2/	--- 2/	--- 2/
Grazing Fees	20,879,000	16,699,000	16,116,000	15,123,000	15,123,000	15,123,000
Timber Sales	87,401,000	106,850,000	154,278,000	130,800,000	119,200,000	131,600,000
Recreation/Entrance Use Fees	513,000	587,000	671,000	700,000	1,000,000	1,000,000
Miscellaneous Receipts, Services Chgs. & Fees	92,826,000	14,720,000	15,319,000	14,776,000	16,626,000	16,626,000
TOTAL	$1,630,215,000	$1,188,165,000	$192,735,000	$202,199,000	$192,749,000	$205,149,000

1/ Includes mineral leasing receipts collected by BLM and transferred to other agencies.
2/ Functions transferred to Minerals Management Service in FY 1984.

Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This category includes receipts from the sale of public lands and materials with the following exceptions:

a. Receipts from sale of timber from the public domain;

b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;

c. Receipts from sale of lands and materials from Land Utilization (LU) project lands;

d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn); and

e. Receipts from sale of townsites and reclamation projects.

2. Noncompetitive Filing Fees - An estimated $30 million per year in simultaneous oil and gas (SOG) filing fees will be collected in FY 1985 and FY 1986. The estimate is based upon receiving approximately 400,000 filings per year at $75 per filing.

3. Registration and Filing Fees - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In FY 1986, based on historical data, an estimated $2.3 million in registration fees will be collected.

4. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act, including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

The Minerals Management Service assumed responsibility for collection and distribution of mineral leasing royalty and rental receipts in FY 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

5. Grazing Fees - Grazing fees have been based on the formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The formula includes forage value index, private land lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee for 1985 was set at $1.35 per animal unit month (AUM) resulting in receipts of approximately $15 million. A joint BLM/Forest Service study of grazing fees has been completed and is under consideration by the Secretaries of the Interior and Agriculture. However, it is premature to project the change these actions may generate so the receipts for FY 1986 and FY 1987 assume a continuation of the FY 1985 fee. Grazing fees are collected into the following Accounts:

a. Receipts from Land Utilization (LU) Lands, BLM. Includes receipts for grazing livestock on LU project lands acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act. The receipt estimate for this account does not include receipts for mineral leasing on LU lands which are

estimated to be about $1.3 million per year, and are included with other minerals receipts reported by MMS. However, these receipts are transferred to BLM for distribution according to the same formula used for grazing fees.

b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:

- o Receipts from public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;
- o Receipts collected by other agencies under cooperative agreements; and
- o Crossing fees and trespass collections for Section 15 lands. Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act and the Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of townsites within reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1983-87

(Dollars in thousands)

	Actual		Estimate		
	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987
Oregon and California Grant Lands	$ 92,306	$134,082	$115,100	$104,900	$115,900
Coos Bay Wagon Road	4,836	6,657	3,900	3,600	3,900
Public Domain	7,585	13,548	11,800	10,700	11,800
	$104,727	$154,287	$130,800	$119,200	$131,600

The lower level of receipts estimated for FY's 1985, 1986 and 1987 is in anticipation of the impact of the "Federal Timber Contract Payment Modification Act" (P.L. 98-478) which, among other things, allows purchasers of high-priced Federal timber bid prior to January 1, 1982, to "buy-out" their interest on those sales.

7. Recreation/Entrance Use Fees - Recreation use fees are collected primarily from concessionaires and other commercial recreation users, such as off-road vehicle (ORV) events and white water river rafting outfitters. The increased receipts would result mainly from anticipated increases in fees charged to permittees, in part as a result of the phase-in of higher fees under 43 CFR, Part 8370.

8. Miscellaneous Receipts - There are four major categories of miscellaneous receipts not otherwise classified:

a. Rent of land (for grazing, commercial, industrial and residential purposes, purposes, and campsites);

b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, and wild horse and burro fees collected from adopters;

c. Fines, penalties and bond forfeitures; and

d. Annual rentals from rights-of-way permits.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1984

State	Mineral Leases and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	109,680					109,680
Alaska.....	6,427,539			3,528		6,431,067
Arizona.....	1,945,334	113,863	101,842	18,122		2,179,161
Arkansas.....	283,302					283,302
California.....	8,320,719	127,010	22,713	90,633		8,561,075
Colorado.....	21,287,245	35,604	88,806	14,145		21,425,800
Florida.....	195,178					195,178
Idaho.....	1,548,649	24,004	216,945	39,788		1,829,386
Kansas.....	270,988	89				271,077
Louisiana.....	209,838			174		210,012
Michigan.....	15,270					15,270
Mississippi.....	20,318					20,318
Minnesota.....	446					446
Montana.....	9,733,549	109,289	136,938	33,685	662,874	10,676,335
Nebraska.....	62,613	878				63,491
Nevada.....	5,045,830	35,127	314,321	17,274	893,833	6,306,385
New Mexico.....	55,338,109	165,415	253,348	22,200	15,829	55,794,901
North Dakota.....	4,260,550	6,783				4,267,333
Oklahoma.....	446,921	246		333	2,122	449,622
Oregon.....	1,655,302	36,972	183,436	47,957,781 1/		49,833,491
South Dakota.....	465,368	70,445				535,813
Texas.....	501					501
Tennessee.....	7,800					7,800
Utah.....	14,091,193		200,963	21,003	990	14,314,149
Washington.....	434,656	21,153		18,998		474,807
Wyoming.....	71,742,086	336,205	218,329	92,345		72,388,965
TOTAL	203,918,984	1,083,083	1,737,641	48,330,009	1,575,648	256,645,365

1/ Includes payments under the Oregon and California (O&C) Grant Lands Act and the Coos Bay Wagon Road Act for timber receipts.

Appropriation: Management of Lands and Resources

The Management of Lands and Resources (MLR) appropriation, the largest of BLM's operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The FY 1987 Estimate is $390,037,000, an increase of $17,859,000 from the FY 1986 Estimate.

The Administration is proposing a major initiative to interchange responsibilities for the management of Federal lands in the West between the Bureau and the Forest Service (FS) to improve the efficiency and economy of operations and to provide better service to the public. The specific details of the BLM/FS interchange proposal are still being formulated; therefore, the budgetary impacts of this proposal are not reflected in this FY 1987 MLR budget estimate. After firm implementation plans have been developed and approved and the funding impacts of the BLM/FS interchange proposal on each of the budget programs of the Bureau have been assessed, an adjusted FY 1987 Budget Justifi- cation will be submitted.

1. Energy and Minerals Management includes the evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of environmental impacts of proposed minerals development, and the implementation of measures to mitigate any adverse environmental effects; the administration of laws relating to mining on the public lands and the sale of mineral materials. Also includes economic evaluation, post-lease supervision and inspection and enforcement.

   A. Fluid Energy Minerals program includes oil and gas leasing and geothermal leasing activities. The program provides 2,000 additional lease adjustments and 935 additional diligent development reviews of Indian mineral leases and increases the effort devoted to implementation of FOGRMA Section 205 delegation agreements with the States. The Bureau is responsible for management of 130,000 Federal leases on 135 million acres and 14,000 Indian mineral leases. Anticipated level demand by industry for geothermal leases will reduce the Bureau's effort in this area for FY 1987.

   B. Solid Energy Minerals program includes coal leasing and oil shale/tar sands leasing activities. In coal, reduced demand and leasing have resulted in a requested decrease in FY 1987. In the oil shale/tar sands program, a lack of private sector demand for Federal oil shale development results in reduced work in tract delineation, NEPA review, and associated economic evaluations.

   C. Nonenergy Minerals provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety minerals such as sand and gravel; and the administration of programs relating to mining

on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents. The number of reviews of mining "plans of operation" for compliance with FLPMA surface management regulations will increase.

2. Lands and Realty Management

A. The Realty Operations program in FY 1987 provides for all nonreimbursable costs of processing applications for rights-of-way. Cost recovery through a fee schedule is being applied to smaller rights-of-way projects. Also, the program includes processing of land use authorizations, land tenure adjustments, and land disposal actions. Additional casework involves State indemnity selections, desert land entries, and others. Land exchanges, both private and State, will be increased in FY 1987 to a total of 255,000 acres. In Alaska, 2.5 million acres of Native conveyances, 3.6 million acres of State of Alaska conveyances and about 1,150 Native allotment parcels will be processed. The BLM's implementation of an automated land and mineral record system will be continued in FY 1987.

B. The FY 1987 Withdrawal Processing and Review program emphasizes review of other agency withdrawals, processing of new withdrawal applications, and reviewing waterpower withdrawals.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the public lands.

A. The Forest Management program provides for the management, development, protection, and sustained yield of timber production on more than 2.1 million acres of public domain commercial forest land. The 1987 sales objective on lands outside western Oregon is 92 million board feet, with an estimated sale value of $7 million.

B. The Range Management program provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of 46,000 wild horses and 11,000 wild burros on the public lands.

(1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, control of populations to prevent deterioration of range conditions, and humane care and treatment of animals through an adoption and sale program. The number of animals removed from the range in FY 1987 will increase from the FY 1986 level.

(2) The Grazing Management program will continue to emphasize adherence to the court-ordered schedule for preparation of environmental impact statements (EIS's). In FY 1987, inventories in advance of EIS's will continue to decrease as the peak workload is past. Monitoring will provide a data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives. The program will continue to emphasize on-the-ground development of range improvements. To the extent feasible, improvements will

incorporate private cost sharing in relation to private returns from the investments. Cooperative management agreements will be used to encourage private and other interests to contribute to prudent rangeland investments.

C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water quality through land treatment or development of facilities; maintaining structures and facilities; documenting and applying for water rights for public land uses; gathering soil, water and air quality data necessary to make management decisions on grazing, timber, and energy development; hazardous materials site inventory; and evaluating, ranking, and initiating cleanup action on the highest priority sites on public lands. Soil inventories will be adequate to meet the grazing EIS schedule and other high priorities. On-the-ground development will be targeted to correcting unsafe conditions and protecting human health and property, along with maintaining BLM facilities damaged by floods and earthquakes. Funding is also provided to file an estimated 1,800 water rights claims needed for program purposes.

D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. In addition, funds are included to match contributions by State agencies and wildlife interest groups who are willing to contribute funds or donate labor or materials for habitat improvement and maintenance.

E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.

(1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural, paleontological and natural history resources on public lands. Emphasis will be on protection of the most valuable and critically threatened cultural, paleontological and natural history resources.

(2) Wilderness Management includes interim management on wilderness study areas, preparation of wilderness study reports and suitability recommendations, activity planning and management of designated wilderness areas, and coordination with the Geological Survey and Bureau of Mines on mineral surveys required by law.

(3) Recreation Resources Management focuses on 3 national conservation areas (including the California Desert), 1 national recreation area, over 150 areas where recreation use is heavily concentrated, 13 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles) and on public lands.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods such as the Initial Attack Management System to prevent and suppress fires to minimize loss of resources from wildfires.

4. Planning and Data Management includes land use planning and automated data management.

   A. Planning provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, rangeland management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

   B. The Data Management program also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the Bureau's programs, including both administration and natural resource management. This program provides essential ADP support to the implementation of the Bureau's Automated Land and Mineral Record System and Geographic Information System.

5. The Cadastral Survey program includes the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land-managing agencies.

   A. In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act, for Native townsites, Native allotments, entitlements under the Alaska Native Claims Settlement Act, and other special purposes. The Alaska program for FY 1987 will focus on surveying inholdings and water body meanders.

   B. Surveys in the Other States identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations, and realty program efforts.

6. The Firefighting and Rehabilitation program includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Since firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters, they vary from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through transfers or supplemental appropriations.

7. The Technical Services program includes resource protection and maintenance and engineering services.

   A. The Resource Protection program provides for the enforcement of laws and regulations governing primarily the protection of public lands through cooperative agreements with State, local, and Federal law enforcement agencies.

B. The Maintenance and Engineering Services program provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, contract administration, cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations.

8. General Administration includes Bureau executive and managerial direction, the equal employment opportunity program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, congressional liaison, and public information. Bureauwide fixed costs consisting of space leasing, postage, communications, costs for transfer of duty stations, unemployment and workers compensation, and departmental services are also funded under general administration.

Appropriation Language Sheet

Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$373,078,000] $390,037,000.

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181 a, b, d-f, 1701, 1901; 78 Stat. 986; Department of the Interior and Related Agencies Appropriations Act, 1986, Public Law 99- .)

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$373,078,000] $390,037,000.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
P.L. 99-

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 et seq., provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359 provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anywise respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315 provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the public lands, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq. provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C 1901 et seq., the Public Rangelands Improvement Act provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

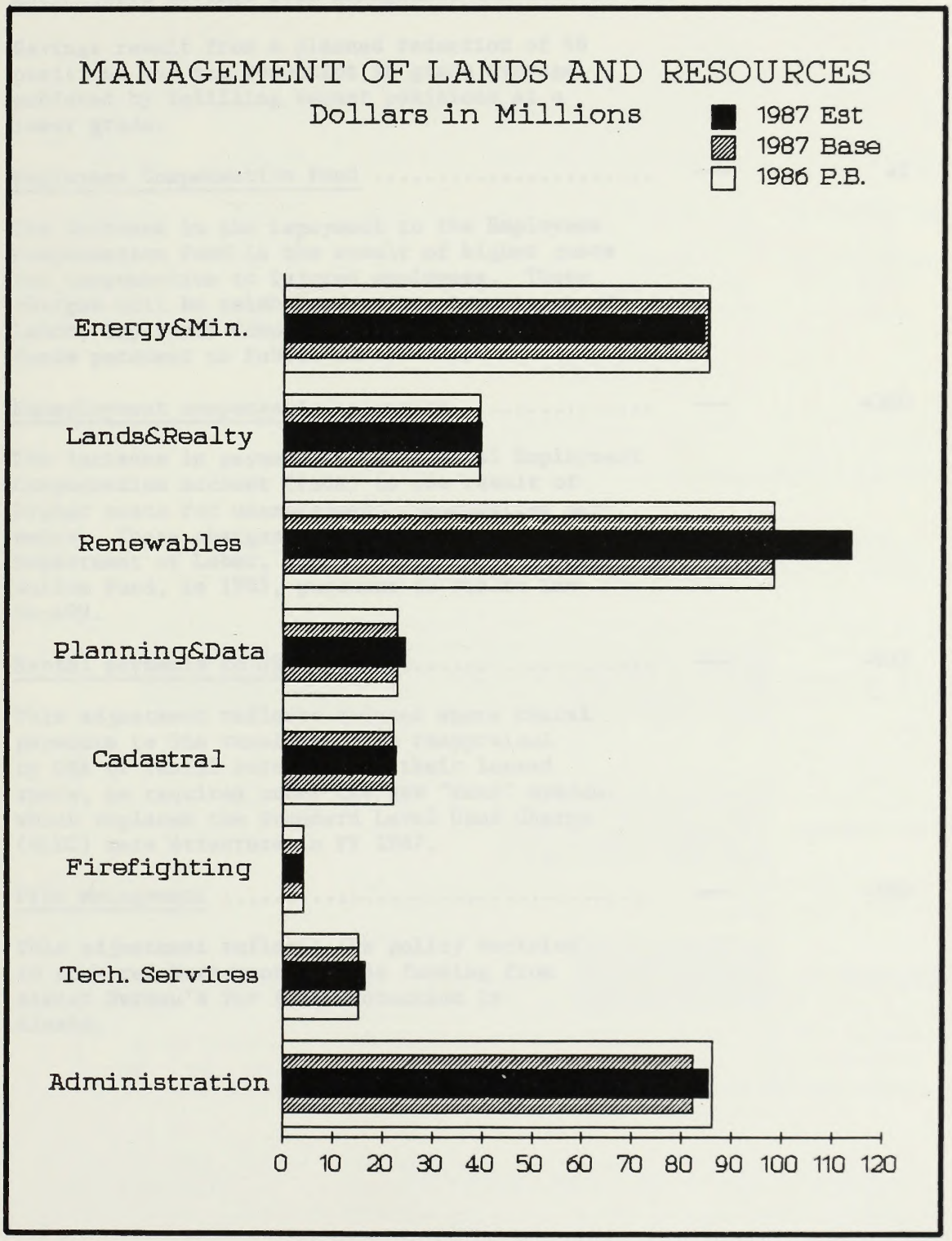
P.L. 99- , the Department of the Interior and Related Agencies Appropriations Act, 1986, provides funding for BLM programs.

Summary of Requirements

Appropriation: Management of Lands and Resources	FTE-T	Amount	FTE-T	Amount
Summary of Base Adjustments:				
Appropriation, 1986			8,348	373,078
Interchange Adjustments:				
Forest Management	---	+920		
General Administration	+125	-1,820		
			+125	-900
Estimate, 1986			8,473	372,178
Base Adjustments:				
Anticipated savings from management initiatives	-46	-2,648		
Fire Management	____	-500		
Other increases and/or decreases:			-46	-3,148
Employees Compensation Fund (BEC)	---	+2		
Unemployment compensation payments	---	+300		
Rental payments to GSA	---	-937		
Net, other increases and/or decreases			---	-635
1987 Base Budget			8,427	368,395

SUMMARY OF REQUIREMENTS

Comparison by activities/ subactivities	1985 Estimate FTE-T	1985 Estimate Amount	1986 Estimate FTE-T	1986 Estimate Amount	1987 Base FTE-T	1987 Base Amount	1987 Estimate FTE-T	1987 Estimate Amount	From 1986 Estimate FTE-T	From 1986 Estimate Amount	Inc (+) /Dec (-) Over 1987 Base FTE-T	Inc (+) /Dec (-) Over 1987 Base Amount
MANAGEMENT OF LANDS AND RESOURCES												
Energy & Minerals Mgmt.												
Fluid Energy Minerals	1282	45521	1294	48189	1294	47994	1263	48994	-31	805	-31	1000
Solid Energy Minerals	395	20689	402	21786	402	21726	346	19326	-56	-2460	-56	-2400
Non-Energy Minerals	403	15005	400	15255	400	15200	404	15650	4	395	4	450
Subtotal	2080	81215	2096	85230	2096	84920	2013	83970	-83	-1260	-83	-950
Lands and Realty Management												
Realty Operations	1035	37800	992	35552	992	35397	996	35747	4	195	4	350
Withdrawal Processing & Review	100	4034	93	3767	93	3752	93	3752	0	-15	0	0
Subtotal	1135	41834	1085	39319	1085	39149	1089	39499	4	180	4	350
Renewable Resources Management												
Forest Management	150	7630	142	7375	142	7352	142	7352	0	-23	0	0
Range Management	850	48833	821	36147	821	36012	851	47060	30	10913	30	11048
Soil, Water, and Air Management	298	16544	277	13959	277	13869	277	14469	0	510	0	600
Wildlife Habitat Management	295	15783	274	13801	274	13711	285	14311	11	510	11	600
Recreation Management	395	18352	397	18850	397	18775	457	21575	60	2725	60	2800
Fire Management	141	7340	145	8877	145	8301	145	8847	0	-30	0	546
Subtotal	2129	114482	2056	99009	2056	98020	2157	113614	101	14605	101	15594
Planning and Data Management												
Planning	235	9282	235	9510	235	9470	235	9470	0	-40	0	0
Data Management	232	13463	225	13428	225	13388	240	14888	15	1460	15	1500
Subtotal	467	22745	460	22938	460	22858	475	24358	15	1420	15	1500
Cadastral Survey												
Alaska	150	13630	138	11674	138	11649	138	11649	0	-25	0	0
Other States	315	11196	304	10542	304	10492	312	11042	8	500	8	550
Subtotal	465	24826	442	22216	442	22141	450	22691	8	475	8	550
Firefighting and Rehabilitation												
Firefighting & Presuppression	888	70691	888	3513	888	3513	888	3513	0	0	0	0
Rehabilitation	20	3410	20	588	20	588	20	588	0	0	0	0
Subtotal	908	74101	908	4101	908	4101	908	4101	0	0	0	0
Technical Services												
Resource Protection	25	2328	29	3340	29	3340	29	3340	0	0	0	0
Maint. & Eng. Services	207	11741	202	11734	202	11719	205	13069	3	1335	3	1350
Subtotal	232	14069	231	15074	231	15059	234	16409	3	1335	3	1350
General Administration	1271	83081	1195	84291	1149	82147	1149	85395	-46	1104	0	3248
Transfers, Pay Suppl & Rescissions	0	-900	0	0	0	0	0	0	0	0	0	0
TOTAL REQUIREMENTS	8687	455453	8473	372178	8427	368395	8475	390037	2	17859	48	21642


MANAGEMENT OF LANDS AND RESOURCES
Dollars in Millions
1987 Est
1987 Base
1986 P.B.
Energy&Min.
Lands&Realty
Renewables
Planning&Data
Cadastral
Firefighting
Tech. Services
Administration
0 10 20 30 40 50 60 70 80 90 100 110 120

Justification of Base Adjustments

Management of Lands and Resources

	FTE	Amount
Anticipated savings from management initiatives	-46	-2,648

Savings result from a planned reduction of 46 positions and the reduction in grade average achieved by refilling vacant positions at a lower grade.

Employees Compensation Fund	---	+2

The increase in the repayment to the Employees Compensation Fund is the result of higher costs for compensation to injured employees. These charges will be reimbursed to the Department of Labor, Employees Compensation Fund, with FY 1986 funds pursuant to Public Law 94-273.

Unemployment compensation payments	---	+300

The increase in payment to the Federal Employment Compensation Account (FECA) is the result of higher costs for unemployment compensation payments. These charges will be reimbursed to the Department of Labor, Federal Employment Compensation Fund, in 1985, pursuant to Public Law 96-499.

Rental payments to GSA	---	-937

This adjustment reflects reduced space rental payments to GSA resulting from reappraisal by GSA of rental rates on all their leased space, as required under the new "Rent" system, which replaces the Standard Level User Charge (SLUC) rate structure in FY 1987.

Fire Management	---	-500

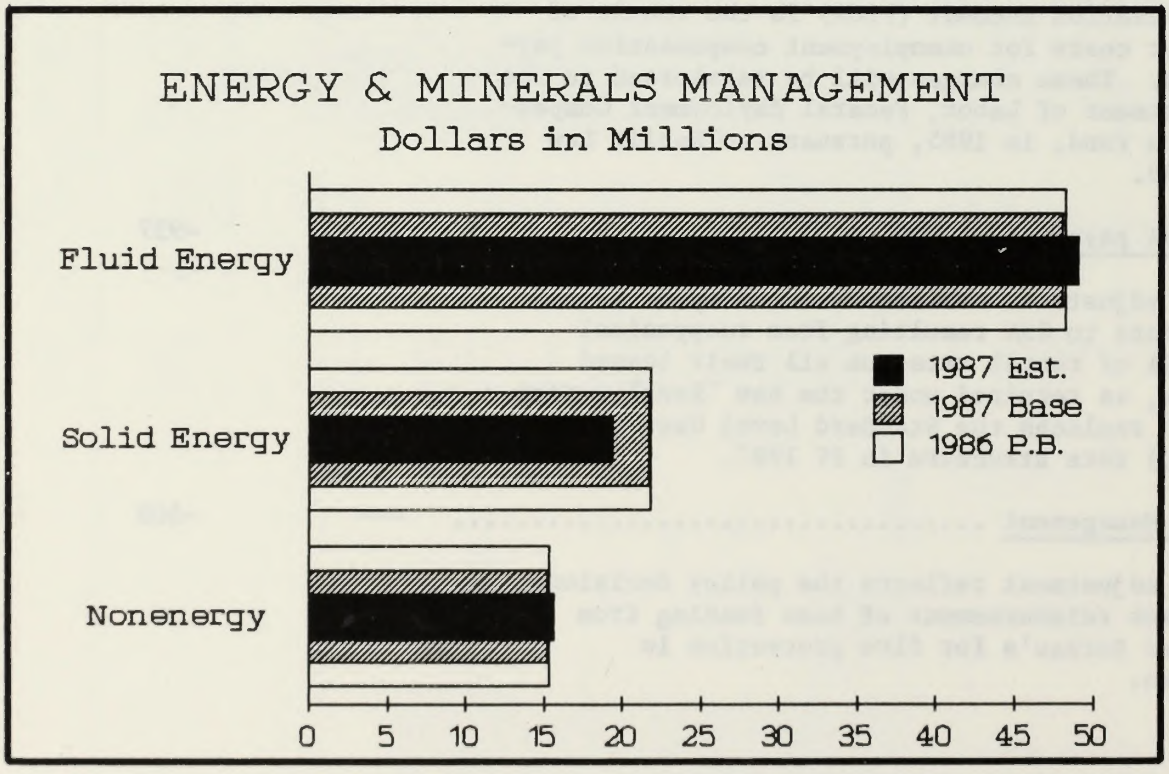
This adjustment reflects the policy decision to seek reimbursement of base funding from sister Bureau's for fire protection in Alaska.

Activity Summary

Activity: Energy and Minerals Management

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Fluid Energy Minerals	45,521	48,189	47,994	48,994	+1,000
Solid Energy Minerals	20,689	21,786	21,726	19,326	-2,400
Nonenergy Minerals	15,005	15,255	15,200	15,650	+450
Total	81,215	85,230	84,920	83,970	-950



Activity: Energy and Minerals Management
Subactivity: Fluid Energy Minerals

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Oil and Gas	$	42,294	45,414	45,219	46,519	1,105	1,300
	(FTE-T)	(1,210)	(1,233)	(1,233)	(1,211)	(-22)	(-22)
Geothermal	$	3,227	2,775	2,775	2,475	-300	-300
	(FTE-T)	(72)	(61)	(61)	(52)	(-9)	(-9)
Total Requirements	$	45,521	48,189	47,994	48,994	+805	+1,000
	(FTE-T)	(1,282)	(1,294)	(1,294)	(1,263)	(-31)	(-31)

Authorization

30 U.S.C. 181 et seq. P.L. 66-146	The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
30 U.S.C. 1701 P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.
30 U.S.C. 1001 P.L. 91-581	The Geothermal Steam Act of 1970 authorizes the Secretary to issue leases for the development of geothermal resources.
25 U.S.C. 2101-2107 P.L. 97-382	The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.
42 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of inventories of public land resource values (Section 201(a)).
43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1938 provides for equivalent actions in leasing unallotted (tribal) Indian lands.

OIL AND GAS

Objectives

- Classify Federal lands on the basis of their oil and gas potential and the existence of known geological structures (KGS's) and evaluate specific tracts being considered for leasing or proposed for transfer;
- Conduct an expanded competitive leasing program as a result of an accelerated KGS determination program;
- Make land available for oil and gas development by issuing noncompetitive leases through the over-the-counter (OTC) and simultaneous (SOG) filing methods and by processing notices of intent (NOI's) to conduct geophysical exploration, applications for permits to drill (APD's) and associated rights-of-way actions within 30 days of receipt;
- Complete processing of noncompetitive OTC offers to lease on BLM lands within four months of receipt (i.e., allow no backlog to develop);
- Schedule one competitive sale in the National Petroleum Reserve - Alaska (NPR-A) and, as appropriate, open non-North Slope land in Alaska to oil and gas leasing;
- Process lease assignments within 90 days of receipt;
- Process advance rentals submitted as part of the new SOG application requirements;
- Continue to participate in the Bureau effort to automate Federal land status and mineral lease records to enhance BLM's land management capabilities and provide faster and more reliable service and information to the public;

- o Work with other surface management agencies to ensure the timely processing of oil and gas lease applications awaiting action;

- o Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;

- o Review and act on proposals related to oil and gas operations such as unitization, communization and gas storage agreements;

- o On the basis of established priorities, conduct on-site inspections of drilling, production, and surface protection operations to ensure environmental protection, safe and workmanlike operations, conservation of the resource, and receipt of proper revenues due to Federal and State governments, Indian tribes and allottees;

- o Perform Natural Gas Policy Act (NGPA) category determinations for Federal and Indian leases to establish the differentiation required by NGPA regulations;

- o Conduct drainage protection reviews and analyses on Federal and Indian lands (may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- o Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;

- o Conduct economic and policy analyses related to oil and gas leasing and lease administration; and

- o Provide economic and resource value determinations for non-lease ventures in response to specific tribal or individual allottee requests.

Base program

Base funding for the oil and gas program is $45,219,000 and 1,233 FTE. Certain aspects of the leasing portion of this program are presently under review by the Secretary. However, at this time, our budget assumes that no major change will take place; and the descriptions herein represent the current program.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. Currently there are about 130,000 existing leases on Federal lands covering about 135 million acres, of which about 15,000 leases are in producing status. The program is also responsible for over 14,000 existing leases on Indian lands (nearly 4,000 producing) as well as advising tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases are expected to exceed $1 billion in 1987.

The proven oil reserves in the United States amount to 35 billion barrels. Based on production, onshore Federal and Indian lands account for an estimated 5 percent of these proven reserves. Total remaining recoverable gas reserves in the United States are estimated at 208 trillion cubic feet. Based on production, an estimated 6.6 percent of these proven reserves are on onshore Federal and Indian lands. The rate of growth in the number of new Federal Indian wells in production has been between 3 and 5 percent per year for the past 25 years. The number of active leases and acres under lease has grown by about 40 percent over

the past 5 years. Even during the 1982-83 nationwide drilling slump, drilling applications on Federal lands declined by less than half the national rate of decline and are now increasing. As the number of producing wells increases, there will be a corresponding increase in BLM's field work associated with post-lease activities.

Leasing Systems and Pre-Lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures. Competitive leasing takes place for those lands designated as known geological structures (KGS's) in the Continental United States and as favorable petroleum geological provinces (FPGP's) in Alaska and in the NPR-A. Noncompetitive leases, referred to as over-the-counter (OTC), are initially issued to the first qualified applicant for lands that have not been previously leased and that are not in either a KGS or FPGP. For lands that have been previously leased and are still not in a KGS or FPGP, new noncompetitive leases, referred to as simultaneous oil and gas (SOG) leases, are issued after a simultaneous filing period. All SOG drawings are conducted by BLM's Wyoming State Office using a computerized, random selection drawing system. Bimonthly drawings have resulted in approximately 9,600 leases issued annually. Lands receiving no SOG applications are also available for OTC leasing, accounting for the increase in OTC leases expected in FY 1987.

Due to the high levels of leasing in the 1980-1983 period, the leasing workload has shifted away from a large volume of OTC leases toward greater emphasis on SOG leasing and on competitive leasing. The increase in competitive leasing will have only marginal impact on lease totals because many potential SOG parcels will contain some KGS lands, but the remainder of the parcel will be offered through the SOG process. Because of the larger acreage involved in many of the SOG leases, the acreage leased will not decrease.

In 1980, a regulatory change was made which increased the maximum size of the area covered by a noncompetitive lease from 2,560 acres to 10,240 acres; consequently, the average size of the area for noncompetitive leases increased from 1,100 acres in 1980 to 1,478 acres in 1983. In FY 1983, nearly 12,000 leases were issued covering 20 million acres; and the backlog of OTC applications for leases on BLM land was eliminated. In FY 1984, nearly 7,600 leases were issued covering 10.5 million acres. Competitive leases can encompass up to 640 acres in the Continental United States, up to 2,500 acres in non-North Slope Alaska, and up to 60,000 acres in the NPR-A.

Pre-lease activities include issuing permits for geophysical exploration, identifying KGS's, making recommendations on the resource value of onshore oil and gas lands to be offered for competitive leasing, exchange, or conveyance; determining adequacy of bids submitted in competitive sales; adjudicating lease offers which may not comply with leasing regulations; and issuing leases. NEPA compliance is an integral part of the pre-lease workload. Although the intensity of NEPA compliance is under judicial review; this budget assumes that there will be no change in procedures during FY 1986 or FY 1987.

The oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States in which the leased lands are located. In FY 1984, MMS became the agency responsible for collecting, accounting for, and distributing all onshore mineral receipts (except first-year rentals and filing fees). The lease operation, approval and inspection functions performed by BLM on all producing Federal and Indian leases

are an important element in ensuring that proper royalty payments are made. A part of this function involves the validation of actual lease production payments.

Receipts from SOG filing fees amounted to $86.2 million in FY 1983. The SOG program was suspended in October 1983, and only one filing period was held in FY 1984. This filing period resulted in about $5 million in application fees which only partially offset refunds made during FY 1984 on filings credited to FY 1983 receipts. Thus, in FY 1984, total SOG receipts show a net loss of $5 million. Receipts of $30 million are estimated for FY 1985 and FY 1986. Filing fees are collected by BLM and deposited directly into the General Fund of the Treasury.

The oil and gas leasing program is dependent on having timely and accurate KGS determinations. Prior to issuance of each noncompetitive lease, it must be determined that the lands covered under the lease application are not within a KGS. Review and update of past classification actions must incorporate successful well completions whether they occur on Federal land or not.

On October 12, 1983, the issuance of leases through the SOG system was suspended. The decision to suspend leasing was prompted by a discovery that lands which should have been included within a KGS were included in an SOG lease offering. The Bureau has taken corrective actions to ensure that no noncompetitive leases issued are within KGS's. If the existence or absence of a KGS within the boundaries of the parcel is uncertain, the parcel will not be offered at all until a final determination is made. The Bureau has increased its use of geologic information and analysis and provided additional employee training to ensure proper KGS determinations.

The SOG program suspension ended on August 1, 1984, after new rules were issued. During the suspension, it was also determined that some filing services were engaged in fraudulent practices related to the SOG program. The new rule requiring payment of advance rentals with each application should reduce this abuse of the program.

The Bureau will schedule at least one NPR-A sale in FY 1987 and issue leases within 180 days of application on Alaska lands opened to noncompetitive oil and gas leasing. Post-lease supervision will increase as lease holders from earlier NPR-A sales (two held in FY 1982 and one in each subsequent year) begin operations.

Post-Lease Work - Once a lease is issued, certain post-lease functions are required in order that the lessee may utilize the rights conveyed by the lease. Leases issued result in lease assignments, unit agreements, APD's, and other operator proposals. Successful exploration increases post-lease workload by requiring review of additional development plans, periodic inspections, and enforcement actions when inspections reveal failure to comply with all applicable requirements and monitoring well activity for potential drainage of Federal or Indian oil and gas. Each year, the post-lease workload associated with both producing and nonproducing leases grows. As more leases terminate, expire, or are relinquished, the amount of work associated with re-leasing through the SOG system also increases. Land openings in Alaska and revocation of both formal and informal withdrawals also increase the demand for OTC leases. While leasing is a discretionary action, post-lease actions are, by and large, mandatory requirements to ensure compliance with the lease and protection of the other resources present, and to permit the lessee to utilize the rights contained in the lease.

Indian Lands - Capability in the Base program is also directed to completing certain actions on Indian lands. The BLM role prior to lease sales on Indian lands is advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by BIA and the Indian tribes. When requested, BLM provides recommendations as to high bid acceptability. BLM's role on Indian lands increases after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full tribal authority for approval of development and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but tribes retain the right to make their own decisions. Diligent development reviews of all producing but not fully developed Indian leases are conducted by BLM. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled on a periodic basis until the lease has been fully developed. Inspection and enforcement work is conducted by BLM on Indian land leases except where cooperative agreements with tribes are in place.

Inspection and Enforcement (I&E) - The Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982, P.L. 97-451, requires the Secretary to "enforce effectively and uniformly existing regulations under the mineral leasing laws providing for inspection of production activities on lease sites on Federal and Indian Lands." FOGRMA directs the Secretary to establish: (1) a comprehensive inspection system, (2) procedures to ensure inspection at least annually of each lease site producing or expected to produce significant quantities of oil or gas or which has a history of noncompliance with laws or regulations, and (3) adequate training programs for inspectors. In addition, the Secretary has adopted the following recommendations of the Commission on Fiscal Accountability of the Nation's Energy Resources: (1) develop and implement an inspection and enforcement strategy to ensure lessee compliance, (2) increase the number of inspectors to ensure site security and production verification, (3) provide fair but firm enforcement when violations are found, (4) impose civil penalties for violations, and (5) monitor inspection and enforcement activities.

To meet these mandates, the Bureau has implemented an inspection and enforcement program which will continue in FY 1986 to provide leadership in this area. In 1987, actual inspection responsibilities will be delegated to some States.

The workload in inspections of producing leases is also affected by the 3 to 5 percent annual growth in the number of leases in production. FOGRMA requires at least an annual inspection of those leases which produce, or are expected to produce, significant amounts of oil and gas and those leases held by operators with histories of noncompliance.

In response to the Act, an oil and gas inspection and enforcement strategy has been designed to make the most efficient use of available Federal personnel and funding. This strategy involves establishing priorities and eliminating redundancies through the use of statistical sampling methods and cooperative agreements with States, Indian tribes, and other surface-managing agencies. The criteria to be used in establishing priorities include the following: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection, e.g., pre-drilling inspection needed for

approval of an APD. Inspections will also be scheduled in response to specific requests from MMS's royalty management staff.

In addition to production inspections mandated by FOGRMA, the Bureau will conduct approximately 20,000 drilling, abandonment and other inspections in FY 1987 required by regulations under the mineral leasing acts and FOGRMA. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans. For example, drilling inspections ensure that (1) blow-out prevention equipment is properly in place, (2) H_2S contingency plans and other safety requirements are observed, (3) fresh water aquifers are protected by proper plugging and cementing, and (4) mineral resources such as coal and potash are protected.

Bureau inspectors also witness the abandonment of operations which can occur at any time of the day or night including weekends. Bureau presence is often necessary to ensure proper plugging and cementing of wells. Bond release activities such as proper reclamation and environmental protection also require a Bureau presence.

Drainage Reviews - A potential drainage situation exists when a producing well is withdrawing oil and/or gas from beneath adjacent Federal or Indian lands (leased or unleased) whenever that well is located on: (1) State or privately owned lands, (2) Federal or Indian lands where the revenues from the well are distributed differently from that of the adjacent Federal or Indian acreage, or (3) Federal or Indian lands which are subject to a lower royalty rate than that of adjacent Federal or Indian lands.

Every Federal and Indian lease incorporates the requirement that the lessee drill all wells necessary to protect the leased lands from drainage or, with the consent of the Secretary, to compensate the lessor in full each month for the estimated loss of royalty through drainage in the amount determined by the Secretary. Where the drained acreage is unleased, the Secretary, when allowed by law or regulation, may offer the lands for competitive lease or may seek a compensatory agreement with the owner of the offending well. Thus, if the unleased lands are Federal and are not within a KGS, a KGS must be established or an existing KGS expanded to include the acreage in question.

To determine whether potential drainage exists, the Bureau must screen approximately 50,000 well completions in the U.S. each year to determine whether potential drainage situations have been created. It is estimated that some 6,000 cases will be identified as potential drainage situations each year and, ultimately, that about 250 of these may result in a determination of actual drainage. If the potential exists, the Bureau must notify the Federal/Indian lessee and request its plans for protecting the lease by drilling a well or information from the lessee detailing the engineering, geological, and economic rationale to support the contention that drainage is not occurring, and/or that an economic well could not be drilled. Upon review of the plans, the Bureau may decide to conduct an engineering analysis of the potentially offending well to determine whether drainage is actually occurring. A finding that drainage is occurring results in additional actions as described in the preceding paragraph.

The Base program includes funding to improve program analysis across the entire spectrum of BLM energy resources management. Economic, policy, and resource assessment analyses of complex issues are performed including the determination

of the energy resource base existing on public lands, modification of procedures for identifying the resources available for development, analysis of the systems under which resources are or should be offered for lease or sale, and evaluation of the conditions under which development occurs.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	45,219	46,519	+1,300
(FTE-T)	(1,233)	(1,211)	(-22)

A total increase of $1,300,000 and a decrease of 22 FTE are requested for FY 1987. The change is composed of the following:

Lease Adjustments (+$200,000 and +5 FTE)

An additional $200,000 and 5 FTE are needed for processing oil and gas lease assignments. Beginning in 1981, the number of requests for approval of assignments increased by approximately 67 percent. This sudden and sustained increase in workload resulted in a backlog of assignment applications that BLM has not been able to eliminate.

Before BLM can grant approval for a permit to drill for oil and gas, the record of title must be clear and any assignment of operating rights approved as required by law. The large backlog of assignments awaiting approval (currently approximately 23,000) stifles the transfer of leases into the hands of those most likely to develop them and may delay drilling and production of oil and gas.

BLM's Wyoming State Office has a particularly large backlog of assignments (approximately 13,000) as a result of high oil and gas development activity. The proposed increase would be principally directed to Wyoming.

Indian Diligence Reviews (+$500,000 and +15 FTE)

The review of all producing but not fully developed Indian leases requires an additional $500,000 and 15 FTE in FY 1987, principally in New Mexico, but also in Utah and Montana. These reviews are not the same as the inspections conducted for the purpose of ensuring compliance with operational requirements; in fact, they are totally unrelated to the Federal Oil and Gas Royalty Management Act. Rather, they require a full, detailed review of the exploration and development which has occurred to date, the identification of undeveloped spacing units, and an analysis of the operator's plans for the future year to determine whether prudent diligent development will result. In some instances, the operator may be required to drill a well or wells to satisfy this standard. The work is highly technical, and petroleum engineer/geologist skills are required.

During FY 1985 we conducted a survey to determine the appropriate approach to these reviews. The results indicate that each such review requires an average of 35 hours to complete, which may be understated for any case requiring the Bureau to compel additional drilling. Based on 35 hours per review, current

staffing will permit the Bureau to review 900 of the approximately 2,400 Indian leases in this category on an annual basis. The increase will permit us to perform approximately 1,500 such reviews each year. Thus, the Bureau would be able to complete these development reviews on about a 2-year cycle in New Mexico and on an annual or biennial basis elsewhere.

FOGRMA Section 205 Delegation (+$600,000 and -42 FTE)

Implementation of Section 205 of FOGRMA, providing for delegation of inspection authority to the States on both Federal and Indian land, is assumed for half of the Western States. California, Colorado, and Wyoming may be delegated this authority in FY 1987. Those States are currently authorized 55 BLM inspectors. Funding for the 55 positions ($1.65 million) would be available for transfer under delegation agreements. BLM could reduce its FTE requirement in oil and gas by 42 and would retain 13 FTE to perform oversight functions for the delegation agreements. An increase of $600,000 would be required in FY 1987 to fund these 13 FTE's and still be able to provide $1.65 million to the States.

The States noted above which are most likely to take over inspection authority have already indicated a desire to do so. The proposal would be funded at the currently authorized level and should be adequate to permit States to perform the same number of inspections, within their respective jurisdictions, currently being performed by BLM.

Oil and Gas Workload Accomplishments

The planned workload accomplishments at the FY 1986 Base and Estimate funding levels are as follows:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from Base
Inventory (000's acres)	1,480	1,480	1,480	1,480	---
Plan Amendments (# completed)	7	12	11	11	---
EIS's (# completed)	10	7	6	6	---
Pre-lease Notices/Permits (# processed)	3,400	3,400	3,350	3,350	---
Over-the-Counter Leases (# appl. processed)	7,300	8,360	8,660	8,660	---
Classification (# actions)	1,200	1,300	1,400	1,400	---
SOG Leases (# parcels posted)	13,000	15,000	16,600	16,600	---
(# leases issued)	7,800	9,000	9,600	9,600	---
Competitive Leasing (# tracts offered)	1,500	1,700	2,000	2,000	---
Lease Adjustments (# processed)	50,000	54,000	54,000	56,000	+2,000
Lease Operations (# APD's processed)	4,000	4,300	4,300	4,600	+300
Unitization and Communization (# actions processed)	3,000	3,000	2,500	2,500	---
Drainage Reviews (# reviews completed)	3,700	4,000	4,000	4,000	---
Inspection and Enforcement (# of inspections)	30,000	33,000	33,000	33,000	---

Distribution of change by object class

The object class detail for the proposed increase of $1,300,000 is as follows:

	FTE	Amount
Personnel compensation	22	$ -660,000
Personnel benefits		-99,000
Travel and transportation of persons		-65,000
Transportation of things		-50,000
Printing and reproduction		+20,000
Other services		+2,074,000
Supplies and materials		+40,000
Equipment		+40,000
Total		$+1,300,000

GEOTHERMAL

Objectives

- Evaluate resources of geothermal tracts to be offered for competitive leasing, review known geothermal resource area (KGRA) classifications, and offer unleased KGRA lands at competitive lease sales;

- Respond to exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the geothermal program and the June 1984 BLM/FS Interagency Agreement for Mineral Leasing;

- Process noncompetitive lease applications for BLM-administered lands within 90 days of receipt and make lands in relinquished leases available for new applications within 90 days of relinquishment;

- Conduct production verifications and inspections of geothermal operations on Federal lands; and

- Approve and supervise industry operations on Federal geothermal leases.

Base program

Base funding for the geothermal program is $2,775,000 and 61 FTE.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. Given favorable market conditions, the estimated annual electrical generation potential from Federal geothermal resources is 2,500 megawatts by the year 2000, or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. As of April 1985, over 1,300 Federal geothermal leases were in effect covering over 2.2 million acres. These numbers could be expected to increase if statutory limits on acreage holdings are increased.

Geothermal leasing is done under both competitive and noncompetitive procedures. Lands designated as KGRA's are leased competitively. Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under current law, a single geothermal lessee is limited to holding a maximum of 20,480 acres per State. This limitation has been universally criticized as a constraint on the rate of geothermal resource exploration and development and as a deterrent to industry participation in the Federal leasing program. Effective December 26, 1985, the Secretary will have the authority to allow a single lessee to hold up to 51,200 acres in a State. This increase in the acreage limit may be applied on a nationwide basis or selectively.

The Bureau also has the responsibility of approving and supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure compliance with all conservation and environmental standards.

During FY 1984 and FY 1985, program priority has been given to the authorization of post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for re-leasing.

Workload requirements are shifting from pre-lease, inventory and GEM assessments to post-lease work related to issuing utilization licenses and assignments. A decrease in the number of noncompetitive leases issued and an increase in competitive leases is also expected to occur in FY 1987.

Decrease from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	2,775	2,475	-300
(FTE-T)	(61)	(52)	(-9)

The decrease of $300,000 and 9 FTE is made possible because the costs associated with NEPA compliance at the leasing level will continue to decline due to (1) elimination of the backlog of lease applications on BLM lands and (2) completion of NEPA work during FY 1985 and FY 1986 on Forest Service lands where BLM assistance was requested. Following the FY 1985 and FY 1986 geothermal resource data collection for the areas in Klamath County, Oregon, demand for inventory is expected to decrease.

The geothermal program has matured, and the inspection level is expected to remain stable. Geothermal lease adjustments will be given priority when operating and exploration activities depend on the adjustments. Because of lower program costs and activity, the Bureau can meet its anticipated program responsibilities at the proposed lower funding level.

Workload Measure	1985 Estimate	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from Base
Inventory (000's acres)	100	130	100	10	-90
Environmental Statements (#)	---	1	1	---	-1
Pre-lease Notices/Permits (#)	240	240	200	200	---
Noncompetitive Lease Applications (# processed)	550	540	540	400	-140
Classification (# of actions)	---	4	4	4	---
Competitive Leases (# offered)	120	130	130	100	-30
Lease Adjustments (# processed)	375	325	300	300	---
Lease Operations (# well applns. processed)	200	200	200	200	---
Unitization and Communization Licenses (# processed)	20	19	19	10	-9
Inspection and Enforcement (# inspections)	800	700	700	700	---

Distribution of change by object class

The object class detail for the proposed decrease of $300,000 is as follows:

	FTE	Amount
Personnel compensation	9	$225,000
Personnel benefits		33,000
Travel and transportation of persons		22,000
Transportation of things		20,000
Total		$300,000

Activity: Energy and Minerals Management
Subactivity: Solid Energy Minerals

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
Coal	$	18,382	19,455	19,395	17,695	-1,760	-1,700
	(FTE-T)	(345)	(352)	(352)	(315)	(-37)	(-37)
Oil Shale and Tar Sands	$	2,307	2,331	2,331	1,631	-700	-700
	(FTE-T)	(50)	(50)	(50)	(31)	(-19)	(-19)
Total Requirements	$	20,689	21,786	21,726	19,326	-2,460	-2,400
	(FTE-T)	(395)	(402)	(402)	(346)	(-56)	(-56)

Authorization

30 U.S.C. 181 et seq. P.L. 94-579 — The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

42 U.S.C. 4321, 4331-4335, 4341-4347 — The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711 P.L. 94-579 — The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of an inventory of public land resource values (Section 201(a)).

P.L. 94-377 — The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands.

30 U.S.C. 351-359 — The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

43 U.S.C. 31(a) — The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.

60 Stat. 1099 — Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1938 provides for equivalent actions in leasing unallotted (tribal) Indian lands.
25 U.S.C. 2101-2107 P.L. 97-382	The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

COAL

Objectives

- o Maintain an orderly process for the leasing of Federal coal by continuing activity planning in support of lease sales in designated Federal coal production regions.
  - Continue the regional coal team process for setting long-range coal leasing schedules, for reviewing the adequacy of data for decision-making, for reviewing land-use planning data, and for guiding the regional activity planning process, particularly the preparation of regional coal environmental impact statements (EIS's), in designated Federal coal production regions.
  - Meet short-term coal needs by expeditiously processing emergency coal lease applications for production maintenance or to prevent the bypass of Federal coal.
  - Ensure program responsiveness to market conditions by using market analyses in the coal activity planning process.
- o Complete the processing of the outstanding coal preference right lease applications (PRLA's) except where processing is prohibited by law.
- o Process lease applications for coal outside of designated activity planning regions.
- o Ensure adequacy of Federal coal and other resources data for coal land-use and activity planning, for coal lease applications, and for determining possible lease stipulations.
- o Ensure timely gathering of resource information from private industry drilling by expeditiously processing coal exploration licenses.
- o Conduct Federal coal drilling to "fill-in" areas having information gaps from previous private industry and government drilling.

- o Process all coal lease readjustments, royalty reductions and logical mining unit (LMU) applications on a timely basis.

- o Conduct inspection and enforcement and production verification on Federal and Indian lands in accordance with statutes, regulations, policy, and guidelines.

- o Review, approve, and inspect industry operations related to coal exploration, development and production on Federal lands.

- o Monitor leases for achievement of diligent development and continued operation and ensure a nationally consistent approach to all legal and regulatory responsibilities.

- o Review, approve, and inspect exploration, development and production operations on Indian lands and provide technical assistance to tribes and BIA.

Base program

Base funding for the coal program is $19,395,000 and 352 FTE-T.

BLM manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 10 percent. As of September 30, 1984, there were 628 Federal leases covering 944,550 acres with an estimated 17.6 billion tons of recoverable reserves involving Federal lands and private lands with Federal subsurface ownership. There were 118 producing Federal leases in FY 1984. Production from those leases (104.1 million tons) amounted to 12 percent of total United States production. Coal production from Federal lands has increased from 12 million tons in 1970 to the 1984 level. Federal royalties collected by the Department, and production verified by BLM, totalled $57.8 million in FY 1984.

The Bureau's Federal coal management activities fall into two broad categories. These are: (A) Coal Leasing, which involves reaching decisions to offer unleased Federal coal for lease; and (B) Coal Operations, which includes all actions taken after the issuance of a license or lease. The leasing program is a more discretionary program with specific regulatory requirements necessary before the holding of a sale or issuance of a lease. The coal operations program is designed to meet the statutory and regulatory require- ments related to active and inactive licenses and leases. A shift in the emphasis of the Federal coal management program from coal leasing to coal operations has occurred, in part, because of the gradual maturing of coal leases and some increase in the number of producing leases, but primarily due to the 10-year anniversary of the Federal Coal Leasing Amendments Act (FCLAA) of 1976 and associated requirements such as diligence and lease readjustment.

The BLM expects to devote 60 percent of its Base program funding to coal operations and 40 percent to coal leasing in FY 1987. This compares to an approximate share of 55 percent for operations in FY 1985 when the shift began. The Bureau, in the Federal Oil and Gas Royalty Management Act (FOGRMA) Section 303 report, committed itself to an expanded role in inspection, enforcement and production verification. The FY 1987 Base program will continue to use new coal leasing procedures adopted for FY 1986. Because basic coal information is required to arrive at leasing decisions, portions of the base program will be directed toward improving data for coal land use and activity planning.

A. Coal Leasing

In response to the 1984 reports by the Commission on Fair Market Value Policy for Federal Coal Leasing (Linowes Commission) and by the Office of Technology Assessment (OTA), the Department has studied numerous program revisions in FY 1984 and FY 1985. One primary revision was to delegate to the regional coal teams (RCT's) the responsibility for reviewing leasing levels, land use plans and activity plans, and the development of long-range coal planning schedules. Activity planning in the coal production regions will take place consistent with the long-range planning schedules. RCT leasing recommendations will be based on input determined by current market analyses conducted by BLM.

Activities such as leasing by application for both emergency leasing and leasing outside coal production regions, processing preference right lease applications (PRLA's), and evaluating existing land use and activity plans are conducted using revised appraisal procedures and sale techniques where appropriate. Other continuing activities include the issuance of coal exploration licenses and lease modifications.

The Department encourages private industry to perform drilling to gather additional resource information. Private industry drilling will complement data gathered by Federally-conducted coal drilling. The Federal Government plans to conduct drilling to "fill-in" locations having information gaps. The program emphasis will be on improving data adequacy for future land use and activity planning, meeting National Environmental Policy Act (NEPA) mandates, and enhancing market analysis procedures. All accumulated data will be used to evaluate coal quality, quantity, and other subsurface resource information. This information is necessary for two distinct but related phases of the coal leasing process. During land use planning, drilling information is used to determine the development potential of Federal coal. Development potential is a basic component for further analysis in land use and activity planning. The drilling results will also be used to delineate and select specific tracts for lease offering and to conduct tract appraisals and market analyses. The Bureau plans to devote some $659,000 of its FY 1987 funds to drilling.

In FY 1985, the Department prepared a supplement to the 1979 Federal Coal Management Program EIS. The supplement was prepared because the conditions that formed the basis of the 1979 analysis may have changed and because numerous changes had been made or proposed in the program since 1979. Following completion of the EIS supplement, the Secretary decided to retain the existing program as revised and to adopt most of the program revisions proposed in response to the Commission on Fair Market Value Policy for Federal Coal Leasing and the Office of Technology Assessment.

In early FY 1986, the Department will revise its policies and procedures for processing coal PRLA's. The revised procedures will improve the quality of EIS's prepared for PRLA's and provided for public review of and comment on the kinds and costs of mitigation measures for anticipated environmental impacts associated with mining on the PRLA areas. This cost information is used to help determine whether applicants have discovered coal in commercial quantities on the PRLA areas and are entitled to preference right leases. BLM resumed the processing of PRLA's in FY 1986 using the revised policies and procedures.

B. Coal Operations

The coal operations program includes all activities which occur after the issuance of a license or lease.

BLM is responsible for administering the mineral leasing laws with respect to coal development and production, resource recovery, and protection on Federal coal leases and licenses. The Office of Surface Mining (OSM) and the counterpart State agencies are responsible for administering the Surface Mining Control and Reclamation Act (SMCRA) of 1977 and its associated reclamation requirements. BLM is also responsible for coal operations on Indian tribal and allotted lands. Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480, which contain the provisions related to exploration and development of coal.

The FCLAA mandated a major Federal coal operations program. The regulations published in 1979 and 1982 further clarified the Bureau's mandate with respect to coal operations. In FY 1987 there will be a significant increase in the number of Federal coal leases subject to certain FCLAA provisions (43 CFR 3480) because the Act provided that leases issued prior to August 1976 had an additional 10 years before readjustment. This includes all workload elements associated with field verification of compliance with applicable laws, regulations, terms and conditions of approved leases, licenses, and permits; and plans for exploration, mining, reclamation, resource recovery and protection, and abandonment.

During FY 1985 and FY 1986, 93 Federal coal leases will be readjusted to require compliance with the FCLAA. This will bring the total number of leases subject to FCLAA to 381 leases early in FY 1987. As readjustments occur on the 20-year anniversary dates of these leases, the operations workload will continue to increase in order to ensure statutory and regulatory compliance, even if few new leases are issued.

FEDERAL LEASE OPERATIONS WORKLOADS

Year	Leases Issued	Leases Readjusted or Modified	Leases Subject to FCLAA
1976-81	46	53	99
1982	41	44	184
1983	21	37	242
1984	5	41	288
1985	N/A	43	331
1986	N/A	50	381
1987	N/A	69	450

It is anticipated that at the start of FY 1987, 381 Federal coal leases will be subject to the FCLAA requirements, and that an additional 69 leases will be readjusted to comply with the FCLAA during FY 1987.

Operations activities on nonproducing leases fall into two general categories based on the status of the lease relative to FCLAA. Pre-FCLAA leases are not subject to the diligence requirements of FCLAA until readjustment or modification. For these leases, the operations workload centers around an annual

on-the-ground inspection of each level to determine if any unauthorized activities (drilling, exploration, or production) are occurring. Authorized activities which fall short of actual production (e.g., exploration, baseline environmental work, etc.) and which occur in compliance with the approved plans are inspected more frequently.

The second category of nonproducing leases are those which have been issued, readjusted, or modified since the enactment of FCLAA. These require a significant additional work effort. Recoverable reserves must be determined based on analysis of data supplied by the operator/lessee so that the commercial quantities amount (1 percent of recoverable reserves, by regulation) can be established for diligence purposes. Leases may be consolidated in LMU's, and such LMU formulations are anticipated to continue in FY 1986 and FY 1987. The FCLAA also requires the submittal of a resource recovery and protection plan (R2P2) within 3 years of lease issuance or readjustment after August 4, 1976. Because of these requirements, nonproducing leases generate a workload as large as producing leases.

Prior to the commencement of mining operations, the operators/lessees may conduct additional exploration in order to clearly define the coal resource and to determine the mining methods and sequence to be used. This is authorized through the approval of an exploration permit. Prior to final mine plan approval, coordination occurs with MMS for royalty collection and with the OSM for reclamation requirements. Coordination between BLM and the operators/lessees ensures that the final mining plan properly reflects the requirements of the Mineral Leasing Act (MLA) as amended by FCLAA, the operating regulations, and the lease terms and conditions, and that maximum economic recovery will be obtained pursuant to the approved plan of operations.

The inspection and enforcement activities provide for the verification of production to ensure that all revenues from producing Federal and Indian coal mines are accurately reported and that production is proceeding in accordance with the approved R2P2.

The Bureau will continue to investigate instances of alleged coal trespass as a function of its coal lease inspection and enforcement responsibilities.

All producing and nonproducing leases are continually monitored with the lease data and statistics processed through the Solid Leasable Mineral System (SLMS) to ensure compliance with regulations and lease-term requirements and timely readjustments of the lease terms.

Decrease from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	19,395	17,695	-1,700
(FTE-T)	(352)	(315)	(-37)

A reduction of $1,700,000 and 37 FTE is proposed for FY 1987 as a result of expected decreases in the number of regional activity plans and EIS's and in the number of PRLA's processed. Smaller decreases in geology, energy and

minerals inventories, emergency leasing, and plan amendments also contribute to the reduction. Regional coal activity plans and EIS's that were suspended when the coal program review began are expected to be completed or nearly completed by FY 1987, and new rounds of regional coal activity planning are not expected to begin until late in FY 1987. Regional lease sales occurring in FY 1987 and FY 1988 would be based on the completed activity plans and EIS's, which are expected to meet the demand for regional coal leasing during this period. Much of the work needed to complete PRLA processing in FY 1987 will be done in FY 1986 and FY 1987. This budget request reflects BLM's intention to devote a greater percentage of its budget to coal operations activities without affecting Federal coal leasing. The Budget is also adequate to support any changes implemented as a result of the Secretary's review of the program.

Coal Program Workload

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from Base
Inventory (000's acres)	330	330	330	230	-100
Plan Amendments (# completed)	1	2	2	1	-1
EIS's	0	2	2	1	-1
Activity Plans (# completed)	0	2	2	1	-1
Exploration Licenses/Permits (# processed)	234	285	285	285	---
Noncompetitive Leases (# PRLA's processed)	16	67	67	54	-13
Classification and Economic Evaluation (# of actions)	140	160	160	160	---
Competitive Sales and Leasing (# of sales)	2	21	21	17	-4
Lease Adjustments (#)	376	636	636	636	---
Lease Operations (# of plans processed)	2,400	2,917	2,917	3,000	+83
Inspection and Enforcement (# of inspections)	2,400	5,096	5,096	5,096	---

Distribution of change by object class

The object class detail for the proposed decrease of $1,700,000 is as follows:

	FTE	Amount
Personnel compensation	37	$1,110,000
Personnel benefits		167,000
Travel and transportation of persons		50,000
Transportation of things		60,000
Printing and reproduction		20,000
Other services		258,000
Supplies and materials		25,000
Equipment		10,000
Total		$1,700,000

OIL SHALE AND TAR SANDS

Objectives

- Complete the processing and lease issuance for conversion of existing oil and gas leases in special tar sands areas to combined hydrocarbon leases and complete associated conversion EA's and EIS's;

- Complete required activity planning and site-specific NEPA analysis to support second-round combined hydrocarbon lease sale and hold lease sale if there is sufficient demand;

- Ensure compliance with tar sands lease stipulations;

- Hold Regional Oil Shale Team (ROST) meetings to assess demand for Federal oil shale development, monitor prototype oil shale leases, and coordinate with Oil Shale Environmental Advisory Panel;

- Review oil shale minimum royalty production credits;

- Extend planning analysis to evaluate oil shale and tar sands resource values for tracts to be offered in competitive lease sales and for cases involving disposal and exchange of lands; and

- Review, approve and inspect industry operations related to development and production on Federal lands.

Base program

The FY 1987 Base for the oil shale/tar sands program is $2,331,000 and 50 FTE.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of about 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the Nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion barrels of oil from oil shale, and 2-3 billion barrels of oil from tar sands. Maintenance of an orderly monitoring system is critical to determine future leasing needs.

In addition to offering Federal oil shale and tar sands for development through lease sale, BLM is also responsible for supervising development operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the existing oil shale leases and combined hydrocarbon leases, as required by the lease terms, and inspection of all operations on leased lands to ensure compliance with resource conservation and environmental standards.

Oil Shale

Section 20 of the Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181) provides the Secretary of the Interior with the statutory authority to lease Federal oil shale. This same authority served as the statutory basis for initiation and implementation of the current prototype oil shale program.

There are currently four prototype oil shale leases in effect, two in Colorado and two in Utah. These leases have been in various stages of development, but are presently in a state of official or unofficial suspension.

The major FY 1987 workload elements in the prototype oil shale program include: compliance and inspection work on existing leases, processing modifications to operating plans, and coordination with State and local agencies.

Tar Sands

Major FY 1987 workload elements in the tar sands program include completing the last conversion applications for oil and gas leases and mining claims and required associated NEPA work. Other activities include completion of resource evaluations and site-specific environmental analyses of the potential tracts to be considered in preparation for holding a second-round combined hydrocarbon lease sale in FY 1987, if there is sufficient demand.

The classification and resource evaluation program for these commodities is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies. Such information is required in selecting tracts of Federal land for lease and determining the resource values of tracts to be offered for competitive lease, exchange, or conveyance.

Despite declining interest by industry in the tar sands leasing program, it will still be necessary to complete a number of activity plans. These activity plans will be conducted in at least five special tar sand areas. Also, another element of the tar sands program is lease administration which includes bonding determinations, terminations, cancellations and relinquishments.

Decrease from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	2,331	1,631	-700
(FTE-T)	(50)	(31)	(-19)

A total decrease of $700,000 and 19 FTE is proposed for FY 1987. The decrease in the oil shale leasing program reflects a decreased interest by the oil shale industry in leasing Federal lands. Because of the July 1985 decision to withdraw the proposed oil shale program regulations, no competitive lease sales have been scheduled for FY 1987.

Most of the current BLM activity on the four BLM oil shale leases involves post-lease operation activities. This includes inspections, production verification, and detailed development plan services. Most of the present and planned FY 1987 activity centers around tracts C-A and C-B in Colorado. Comparatively little activity has occurred on tracts U-A and U-B in Utah, which are in maintenance/caretaker status.

Declining industry interest also accounts for the considerably reduced level of effort in the tar sands program. As industry shows less interest in leasing and exploration, the Bureau plans less pre-leasing work.

The workload in the oil shale and tar sands program is estimated as follows:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from Base
Inventory (000's of acres)	396	385	385	168	-217
Plan Amendments (#)	2	---	---	---	---
Environmental Statements (# complete)	9	10	10	2	-8
Activity Plans (#)	2	---	---	2	2
Exploration Licenses/ Permits (# processed)	11	33	33	8	-25
Classification and Economic Evaluation (# of actions)	---	---	---	2	+2
Sales and Leasing (# sales)	---	2	2	1	-1
Lease Adjustments (#)	---	---	---	85	+85
Lease Operations (# of plans processed)	29	31	31	31	---
Inspections and Enforcement (# of inspections)	254	108	108	108	---

Distribution of change by object class

The object class detail for the proposed $700,000 and 19 FTE decrease is as follows:

	FTE	Amount
Personnel compensation	19	$570,000
Personnel benefits		85,000
Travel and transportation of persons		15,000
Transportation of things		30,000
Total		$700,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Nonenergy Minerals

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Mineral Materials Sales	$	2,327	2,197	2,197	2,197	---	---
	(FTE-T)	(66)	(62)	(62)	(62)	---	---
Mining Law Administration	$	7,920	8,200	8,160	8,960	+760	+800
	(FTE-T)	(230)	(231)	(231)	(247)	(+16)	(+16)
Mineral Leasing (Nonenergy)	$	4,141	4,233	4,218	3,868	-365	-350
	(FTE-T)	(95)	(95)	(95)	(83)	(-12)	(-12)
Uranium Operations	$	617	625	625	625	---	---
	(FTE-T)	(12)	(12)	(12)	(12)	---	---
Total Requirements	$	15,005	15,255	15,200	15,650	+395	+450
	(FTE-T)	(403)	(400)	(400)	(404)	(+4)	(+4)

Authorization

43 U.S.C. 1732, 1744
P.L. 94-579

Federal Land Policy and Management Act of 1976, Section 302(b) authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands; and Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 181 et seq.
P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.

30 U.S.C. 601 et seq.

The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.

43 U.S.C. 31(a)

The Act of March 3, 1879, as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.

30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
30 U.S.C. 1701 P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
30 U.S.C. 22 et seq.	The Mining Law of 1872, as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified States, mostly in the West.

MINERAL MATERIALS SALES

Objectives

- Meet public demands by making mineral materials found on the public lands available for private, State and local government needs by issuing 3,025 sales contracts and free use permits;
- Recover fair market value for mineral materials sold;
- Ensure minimum site disturbance, full environmental protection, and effective reclamation of materials sale sites; and
- Prevent unauthorized use and take action on trespass that does occur.

FY 1987 program

The FY 1987 Base and Estimate for the mineral materials sales program is $2,197,000 and 62 FTE.

The public lands provide an important source of mineral materials such as building stone, sand, gravel, and common borrow which are used in construction work and for energy and other industrial development. BLM sells mineral materials both competitively and noncompetitively. The revenue from sales exceeds the funding level for the program as a whole. In addition, mineral materials are provided at no charge to qualified governmental entities for use in highway and other public projects. Community pits and common use areas are established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales, and to restrict surface disturbance and use to designated areas.

Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal contracts. Bureau personnel

perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials used, and to prevent or take action on any unauthorized removal of mineral materials.

The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available from the public lands, there would be a significant impact on community, industrial, energy and mineral development in many areas of the Western States.

Mineral Materials Sales Workload

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate
Inventory (000's acres)	450	450	1,714	1,714
Nonexclusive Use Site Designations (# completed)	44	40	40	40
Materials Sales/Permits (# processed)	2,690	2,744	3,025	3,025
Trespass (#cases completed)	34	39	39	39

MINING LAW ADMINISTRATION

Objectives

- Administer the Mining Law of 1872 by reviewing and processing mineral patent applications;
- Implement the Surface Management Regulations (43 CFR 3802/3809) by processing plans of operation and notices of intent for development of critical and strategic minerals and other locatable minerals;
- Implement Section 314 of FLPMA by recording unpatented mining claims and annual assessment filings.
- Ensure compliance under 43 CFR 3802 and 3809, by monitoring operations, especially those operations using hazardous or toxic chemicals and those operations located in designated wilderness or wilderness study areas;
- Consider critical and strategic minerals in land use planning and resulting decisions by performing mineral resource assessments;
- Support the National Strategic Materials and Minerals Program Advisory Committee.

Base program

The Base funding level for mining law administration is $8,160,000 and 231 FTE.

Under this program, BLM administers the provisions of the Mining Law of 1872, as amended, and the pertinent provisions of FLPMA relating to surface management and mining claim recordation. The Bureau determines the validity of unpatented mining claims; issues mineral patents; prepares mineral potential reports for withdrawals, land exchanges, sales and other land disposal actions;

administers surface management regulations; and records mining claims and annual assessment filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- Inventory - Geology, Energy and Minerals (GEM) information is provided for land use planning and the resulting decisionmaking process. Existing geologic and minerals resource information is analyzed, and additional data are obtained when required for planning decisions. Resulting decisions can affect the availability of lands for mineral entry; therefore, the quality of the GEM assessment is important to the future availability of possible sources of strategic and critical minerals.

- Mining Claim Recordation - Under Section 314 of FLPMA, the Bureau has recorded a total of 1.9 million mining claims and mill sites and processes about 1 million annual filings.

- Surface Management on Unpatented Mining Claims - Under sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802, 3809) designed to prevent unnecessary disturbance to the public lands resulting from operations conducted under the mining laws. For all mining operations other than "casual use," regulations require that either a "plan of operation" or a "notice" be filed with BLM depending on the size of the area of disturbance (over or under five acres). In designated sensitive areas, including wilderness study areas, a plan of operation is required for all surface-disturbing operations, regardless of size, to ensure proper site reclamation and to prevent impairment of wilderness values. BLM has 30 days to review a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans.

- Compliance - Each plan of operations authorized under 43 CFR 3802/3809 requires periodic followup on the ground to ensure that the operation is in conformance with the reclamation plan, environmental permits (clean air, clean water, waste disposal, etc.) and other stipulations to the approved plan. Operations proceeding under a notice filed under 43 CFR 3809 require periodic followup to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. Compliance action is required by Sections 302(b) and 603(c) of FLPMA.

- Validity Determinations - When conditions warrant, the Bureau conducts a mineral examination to determine whether an unpatented mining claim meets all legal requirements for a valid discovery under the Mining Law of 1872.

- Processing Patent Applications - When a mining claimant believes he has developed a valuable mineral deposit, he may apply for patent to the claim. Processing this application involves: (1) Adjudication to ensure that the patent application is complete and legally filed; and (2) Field mineral examination by qualified personnel to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent, or initiate contest proceedings to determine the mining claim's validity. In some instances, the processing of mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical information about economics, mining techniques and mineral resource values. Such proceedings can take several years to complete.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	8,160	8,960	+800
(FTE-T)	(231)	(247)	(+16)

The increase of $800,000 and 16 FTE is requested to provide more extensive review of plans of operation filed under the 43 CFR 3802 and 3809 regulations, to keep abreast of the increase in mining claim annual filings required by section 314 of FLPMA, and to achieve an adequate level of compliance on the mining operations on public lands.

Under the surface management program, an additional 200 plans of operation and notices of intent will be reviewed. The intensity of review accorded sensitive plans (such as operations using cyanide and those in wilderness areas) will be heightened. The increase will also allow validity examinations to be performed by the BLM on mining claims when claimants file plans of operations in designated wilderness areas. It is estimated that 7 validity examinations will be conducted as a result of plans of operation filed for mining claims in wilderness areas.

Under the mining claim recordation program, 43 CFR 3833, the processing of annual filings constitutes an ever-increasing workload. This is so because each year approximately 150,000 new claims are recorded. Each year's new claim recordations add to the total number of claims on record and, therefore, to the workload of annual filings which BLM must process.

Compliance checks ensure conformance with approved plans of operation and notices are being increased to achieve a level of one compliance check per mining operation per year.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1986 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	19,150	7,148	7,148	13,826	+6,678
Mineral Patent Applications (# processed)	162	120	120	120	---
Validity Examinations (cases completed)	117	92	90	97	+7
Surface Management (# plans/notices reviewed)	2,133	2,600	2,600	2,800	+200
New Mining Claims Recorded(# per year)	145,000	150,000	150,000	150,000	---
Annual Filings (# processed)	900,000	1,000,000	1,000,000	1,150,000	+150,000
Compliance (#plans/ notices monitored)	2,400	3,500	3,500	5,000	+1,500

Distribution of change by object class

The object class detail for the proposed $800,000 and 16 FTE increase is as follows:

	FTE	Amount
Personnel compensation	16	$480,000
Personnel benefits		72,000
Travel and transportation of persons		42,000
Transportation of things		50,000
Printing and reproduction		15,000
Other services		129,000
Supplies and materials		12,000
Total		$800,000

MINERAL LEASING

Objectives

- Implement the 43 CFR 3500 regulations by processing prospecting permits and lease applications including the preparation of geologic reports, mineral economic evaluations, and environmental assessments for phosphate, potassium, sodium, and other minerals in order to respond to industry's demand for these commodities;

- Minimize environmental disturbance and protect surface resources by performing inspection/compliance checks to verify conformance with lease stipulations;

- Ensure judicious use of public resources by performing nonenergy mineral classifications, preparing classification maps, and providing mineral resource assessment data (to support land-use planning) and mineral reports for land disposal and leasing-related actions;

- Ensure compliance with FCLAA by performing post-lease management and supervisory activities on exploratory and extraction operations undertaken by lessees and permittees; and

- Conduct inspection and enforcement actions, including production verification checks, to ensure that the government receives proper payment for production from Federal and Indian lands.

Base program

The FY 1987 Base for the nonenergy mineral leasing program is $4,218,000 and 95 FTE. Under this program, minerals such as sodium, phosphate, and potassium found on public and Indian lands, and lead, zinc and other strategic minerals found on acquired and Indian lands are managed.

The Mineral Leasing Act of 1920 removed sodium, sulfur, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorizes the leasing of these same minerals on acquired lands. The mineral

leasing acts provide that (1) the Federal Government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a preference right to a lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of hardrock minerals such as lead and zinc on certain acquired lands.

BLM is responsible for performing minerals resource assessments, classification, leasing, and post-leasing management on public lands, national forest lands and those other Federally-acquired lands where the Federal Government owns part or all of the mineral estate and the lands are open to leasing. BLM is also responsible for supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws.

BLM must also (1) inventory and classify land for retention of mineral rights by the government in land disposal actions; (2) provide surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) review, approve, and inspect industry operations related to exploration, development and production; and (4) conduct production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of proper royalties from minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

Mineral	Percent of National Production from Federal and Indian Lands (Public and Acquired)
Sodium (Soda ash)	37%
Phosphate	10%
Potassium (Potash)	84%
Lead	58%
Zinc	24%

- Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.
- Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.
- Potassium (potash) is used by over 5,000 plants in the production of fertilizers.
- Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction, and military and sporting small arms ammunition.

- Zinc is used in castings and, rolled zinc, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

Decrease from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	4,218	3,868	-350
FTE-T	(95)	(83)	(-12)

The decrease of $350,000 and 12 FTE is possible due to decreases in lease issuance, lease adjustment actions and prospecting permit approvals and a 7 million acre reduction in the number of acres of public domain and acquired lands inventoried. Industry demand for nonenergy mineral resources has experienced a slight decrease. It is, therefore, expected that the demand for nonenergy mineral leasing on public lands and acquired lands will begin to slow resulting in fewer applications for prospecting permits.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	13,402	7,209	7,209	91	7,118
Plan Amendments (# completed)	12	3	3	9	+6
Environmental Impact Statements (# completed)	5	5	5	5	---
Prelease Notice/ Prospecting Permits (# processed)	824	824	824	805	-19
Noncompetitive Leasing (# processed)	104	200	200	140	-60
Classification and Economic Evaluation (# of actions)	254	244	243	243	---
Competitive Leasing (# of sales)	91	111	111	108	-3
Lease Adjustments (# of adjustments)	97	84	84	69	-15
Lease Operations (# plans processed)	212	212	213	213	0
Inspection and Enforcement (# of inspections)	1,752	1,794	1,794	1,973	+179

Distribution of change by object class

The object class detail for the proposed $350,000 and 12 FTE decrease is as follows:

	FTE	Amount
Personnel compensation	12	$300,000
Personnel benefits		45,000
Travel and transportation of persons		3,000
Transportation of things		2,000
Total		$350,000

URANIUM OPERATIONS

Objectives

- Ensure compliance with NEPA and implementation of the 43 CFR 3500 regulations by performing management and supervisory activities for uranium lease operations on Federal acquired and Indian lands including the review of mining and exploration plans, the inspection of mining operations and the completion of environmental assessments for operations on Indian lands; and

- Ensure the availability of uranium while protecting environmental values.

FY 1987 program

The FY 1987 Base and Estimate for the uranium operations program is $625,000 and 12 FTE. The FY 1987 program will place greater emphasis on reclamation responsibilities for abandoned uranium mines on Indian lands including the Jackpile Mine in New Mexico and the Dawn and Sherwood mines in Washington. Inspection and enforcement activities will be increased to accommodate the magnitude and severity of abandoned mine sites.

Uranium is principally used in commercial applications in the generation of electric power, in the manufacturing of airplane counterweights, in uranium oxides for the chemical industry, in defense related applications, and increasingly in radioisotope applications for areas ranging from medicine to space. Public lands provide 5 percent of the Nation's production. In most cases, uranium on Federal lands is a locatable mineral subject to the Mining Law of 1872, rather than a leasable mineral. However, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing as well as supervision and inspection of these leasable uranium operations and supervision of mine decommissioning and reclamation.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies, (2) the nature of reclamation and revegetation practices, (3) spoil and mining waste management, (4) resource recovery practices, and (5) overall environmental problems. The lease supervision program addresses these concerns, evaluates their effects, and applies controls to mitigate any adverse impacts. Work efforts associated with analyses for NEPA compliance and operational inspections are expected to continue at FY 1986 levels. All workload measures are associated with uranium operations on Indian lands.

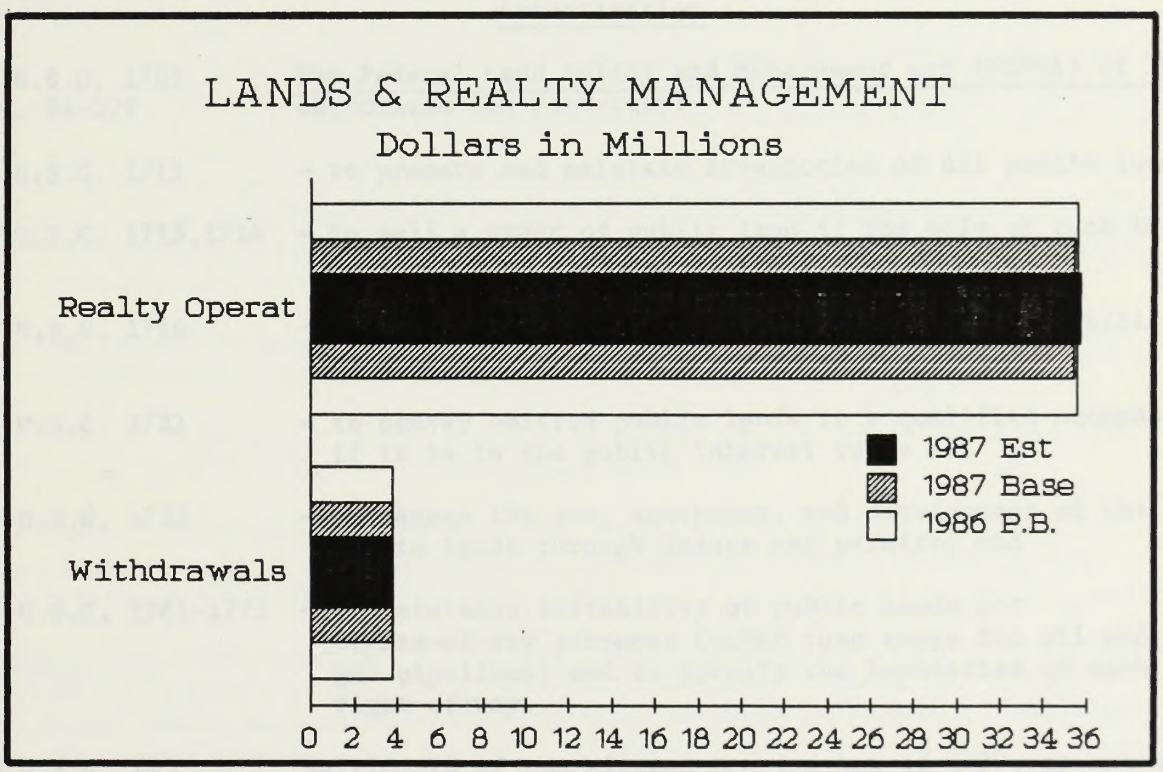
Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	---	200	200	50	-150
Plan Amendments (# completed)	35	40	40	40	---
Environmental Statements (# completed)	2	2	2	2	---
Pre-lease Notices/ Prospecting Permits (# processed)	7	8	8	8	---
Noncompetitive Leasing (# processed)	9	7	7	7	---
Lease Operations (# plans processed)	15	15	15	15	---
Inspection and Enforcement (# inspections)	400	500	500	700	+200

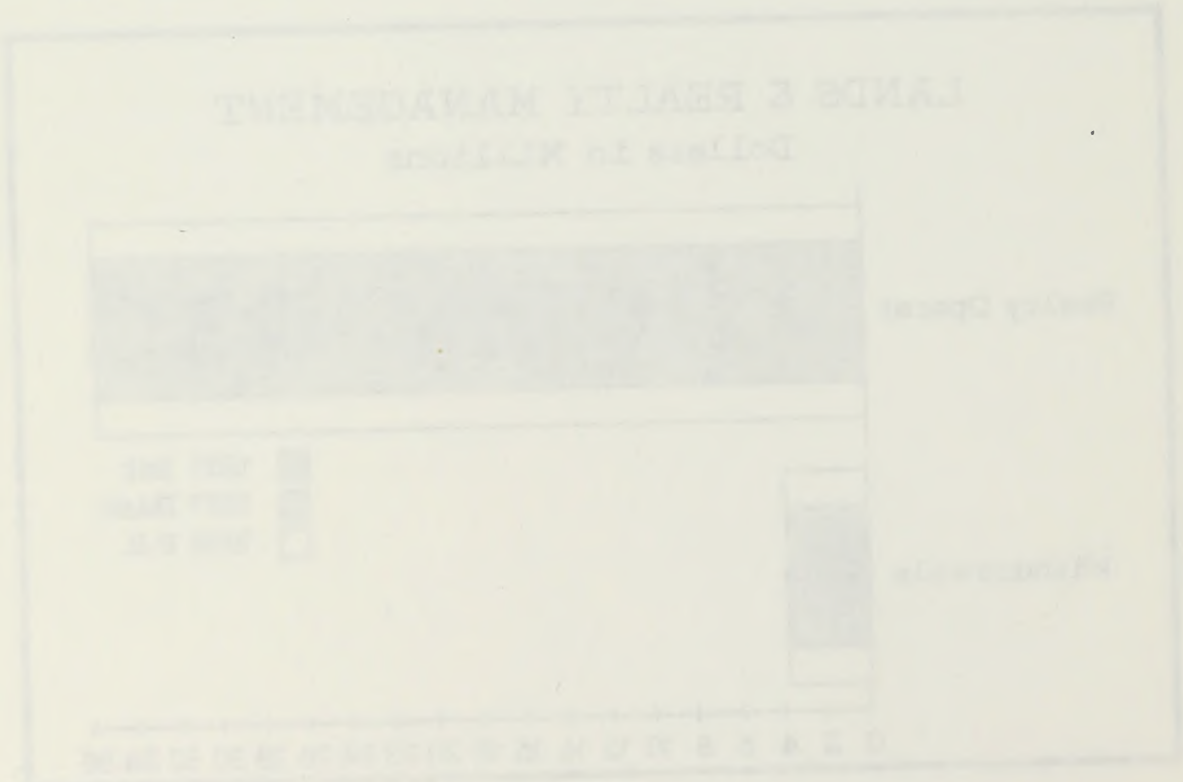
Activity Summary

Activity: Lands and Realty Management

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Realty Operations	37,800	35,552	35,397	35,747	+350
Withdrawal Processing and Review	4,034	3,767	3,752	3,752	---
Total	41,834	39,319	39,149	39,499	+350





Activity: Lands and Realty Management
Subactivity: Realty Operations

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
Rights-of-Way	$	7,800	6,273	6,238	6,588	+315	+350
	(FTE-T)	(240)	(216)	(216)	(220)	(+4)	(+4)
Lower 48 Lands Program	$	16,828	16,800	16,725	16,725	-75	---
	(FTE-T)	(489)	(482)	(482)	(482)	(---)	(---)
Alaska Lands Program	$	13,172	12,479	12,434	12,434	-45	---
	(FTE-T)	(306)	(294)	(294)	(294)	(---)	(---)
Total Requirements	$	37,800	35,552	35,397	35,747	+195	+350
	(FTE-T)	(1,035)	(992)	(992)	(996)	(+4)	(+4)

Authorization

43 U.S.C. 1701
P.L. 94-579 — The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the Secretary:

43 U.S.C. 1711 - to prepare and maintain inventories of all public lands;

43 U.S.C. 1713,1714 - to sell a tract of public land if the sale of such tract meets certain disposal criteria;

43 U.S.C. 1716 - to exchange public lands if the public interest will be well-served by making that exchange;

43 U.S.C. 1721 - to convey omitted public lands to a qualified occupant if it is in the public interest to do so;

43 U.S.C. 1732 - to manage the use, occupancy, and development of the public lands through leases and permits; and

43 U.S.C. 1761-1771 - to determine suitability of public lands for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way.

30 U.S.C. 185
P.L. 66-146 — Section 28 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

43 U.S.C. 321-323 — The Desert Land Entry Act of 1877 provides for the reclamation by irrigation, of arid and semiarid public lands of the Western States through individual effort and private capital.

43 U.S.C. 315	Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1616(d)	Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.
43 U.S.C. 869	The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
43 U.S.C. 687b	The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
16 U.S.C. 1277	Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 90-190	The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.
16 U.S.C. 460Y P.L. 91-476	The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various Public Land Orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended (30 U.S.C. Sections 181-287).

P.L. 96-586	Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.
43 U.S.C. 641	Section 4 of the Carey Act of August 18, 1984 authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.
16 U.S.C. 3101 et. seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes.
P.L. 85-508, as amended	Alaska Statehood Act of 1958 provides for the admission of the State of Alaska into the Union and authorizes the Secretary of the Interior to transfer approximately 104.5 million acres to the State.

RIGHTS-OF-WAY

Objectives

- Facilitate production and transportation of domestic energy and nonenergy resources by processing rights-of-way (R/W) applications, issuing permits, and monitoring construction involved with the operation and termination of rights-of-way over public land;
- As a prerequisite to R/W application processing, conduct pre-application meetings and discussions with all prospective R/W applicants to ensure understanding and obtain agreement on distribution of costs;
- Seek highest actual or reasonable levels of cost reimbursement attainable under existing laws and regulations;
- Provide funding for those processing costs (including pre-application costs) of R/W's that are not reimbursable; and
- Ensure that rights-of-way uses are compatible with other existing and proposed uses of Federal lands through establishment and use of R/W corridors and other appropriate means.

Base program

The FY 1987 Base funding level for the rights-of-way program is $6,238,000 and 216 FTE. This program provides for all non-recoverable costs of processing energy and nonenergy rights-of-way (R/W). The processing of R/W applications, the issuance of R/W permits and the follow-up monitoring of construction are included in this workload.

The funding for processing of the cost-recoverable portions of R/W work continues to be provided through the "Service Charges, Deposits, and Forfeitures" appropriation.

Rights-of-way work includes all actions necessary to process public demand applications from individuals, corporations, utility companies, associations, and local and State governments for the use of public land to construct and operate oil and gas pipelines, power transmission lines, energy development and distribution facilities, small rural powerlines and telephone lines, canals, ditches, farm irrigation and stock reservoirs, water pipelines, roads, etc. In some cases, the requests are made to authorize an existing but unauthorized use.

Casework includes preliminary investigations which analyze alternate site possibilities, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of rights-of-way grants, and monitoring of construction to ensure compliance with permit stipulations. Additionally, work items such as review of other agencies' EIS's on rights-of-way, program management costs not chargeable to applicants, partial funding of BLM's lands and realty training program, corridor planning, all pre-application work, all costs associated with non-reimbursable rights-of-way processing, and non-recoverable portions of costs identified under the "reasonableness" criteria for FLPMA applications are covered by this program.

The amount of time for pre-application work varies from a few hours for small R/W's to many months for major R/W's. Pre-application work may include formal and informal meetings with prospective applicants; preparation of correspondence; site inspection (determined by the extent of the rights-of-way); review and coordination with planning and other specialties; and, in general, ensuring in advance that the application will meet the requirements of both parties in order to expedite processing when the application is received.

The following table illustrates the funding source for processing different types of R/W applications:

- Casework = processing of R/W applications
- FLPMA = Federal Land Policy and Management Act of 1976
- MLA = Mineral Leasing Act of 1920, as amended

Type of Rights-of-Way Workload	Appropriation from Which Funded: Management of Lands and Resources	Appropriation from Which Funded: Service Charges, Deposits and Forfeitures
a. All non-casework 1/	x	
b. Process FLPMA and MLA non-reimbursable cases 2/	x	
c. Fee schedule FLPMA cases	x	x
d. Fee schedule MLA cases		x
e. FLPMA (over $5,000) cases	x 3/	x
f. MLA (over $5,000) cases		x

1/ Includes work such as pre-application review, workshops, training, managerial direction, research, programmatic EA's, costs incurred for BLM input into other agency EIS's.

2/ Includes R/W applications received from local governments.

3/ Some costs for major (over $5,000) FLPMA projects not reimbursed due to the "reasonableness" criteria will be funded from the MLR appropriation. These costs are for actions which are not for the exclusive benefit of the applicant, including appraisals, inventories, and environmental studies which must be completed to process the application but may also have public value for management decisions.

The impact of the new regulations on smaller operators is considered to be minor. Few, if any, "small operators" fall under "actual cost" recovery procedures used for major R/W's.

Increase from 1987 Base

(dollars in thousands)

	1987 Base	FY 1987 Estimate	Difference
$	6,238	6,588	+350
(FTE)	(216)	(220)	(+4)

The development and issuance of the fair market rental procedures has resulted in a hold being placed on new appraisals pending the completion of rulemaking. This, in turn, has created a workload which needs attention and for which the increase of $350,000 and 4 FTE is requested. The Fair Market Rental procedures will necessitate recalculating and re-billing rentals for all past issued rights-of-ways previously issued and for which rent is being collected. Of the

approximately 26,000 R/W's currently issued, 20 percent (5,700) are due for reappraisal in FY 1987 and will be re-billed then. Of these, approximately 3,000 are currently in appeal status; and no rental is being collected. The expected re-billing would result in receipts almost double the amount ($800,000) currently being collected. This increase is also required to pay for the government's "reasonable" share of major rights-of-way grant administration where significant public benefit or public service is provided (see discussion in "Service Charges, Deposits, and Forfeitures" appropriation).

The number of actions which will be processed at the proposed funding level in FY 1987 is as follows:

Rights-of-Way Workload

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Mineral Leasing Act:					
Processing of cases					
- under $5,000 (#)	570	425	300	300	---
- over $5,000 (#)	---	---	---	---	---
FLPMA applications:					
Processing of cases					
- under $5,000 (#)	1,350	945	820	820	---
- over $5,000 (#)	5	5	5	5	---
Processing non-reimbursable cases (#)	500	500	500	500	---
Pre-application work (cases)	3,000	3,000	3,000	3,000	---
Re-appraisal cases (#)	---	2,000	2,000	5,700	+3,700

Distribution of change by object class

The object class detail for the proposed increase of $350,000 and 4 FTE is as follows:

	FTE	Amount
Personnel compensation	4	$120,000
Personnel benefits		15,000
Travel and transportation of persons		30,000
Transportation of things		20,000
Communications, utilities, and other rent		25,000
Printing and reproduction		10,000
Other services		95,000
Supplies and materials		25,000
Equipment		10,000
Total		$350,000

LOWER 48 LANDS PROGRAM

Objectives

- Process public requests for land use authorizations on a current basis;
- Respond to the requirements of specific legislation affecting land disposal such as the Desert Land Entry Act, the Burton-Santini Act and the Navajo-Hopi Act;
- Complete, by exchange, land adjustments that are needed to improve the manageability of public land resource values;
- Maintain and improve the land records system including the implementation of the Automated Land and Mineral Record System (ALMRS);
- Respond promptly to public inquiries for land status and land title documents;
- Process cases and complete actions allowed by law on applications to resolve issues of clear title for land previously transferred from Federal ownership;
- Act to resolve cases of unathorized use; and,
- Sell at fair market value, public lands that meet disposal criteria in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and meet community or regional growth needs thereby making public lands available to non-Federal agencies or the private sector where consistent with land use plans or specific legislation.

FY 1987 Program

The FY 1987 Base and Estimate for the Lower 48 Lands program is $16,725,000 and 482 FTE.

This program provides service to the public, State, local and other Federal agencies by issuing land use authorizations and effecting land tenure adjustments and land disposal actions 1/, exclusive of Alaska, as authorized by existing laws. Also included in this program is the operation and improvement of systems for maintaining the official public land records and the task of responding to public inquiries about public land status, use, and acquisition.

1/ The category of Land use authorization includes the issuance of grants, easements, leases, and permits for use of public land for recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal Government. Land tenure adjustment is the exchange of parcels of land with private owners or with States, and the adjustment of boundaries with other Federal agencies. Land disposal is the patenting (transfer of ownership) through sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Entry Act, Airport and Airways Act, etc.

Land Use Authorizations

Recreation and Public Purposes (R&PP) Act leases generally fall under the "Good Neighbor" concept which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for recreational use and other public purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for County/State parks and school sites.

Other land use authorizations under FLPMA, Section 302(b), provide public land through lease, permit or easement for use, occupancy and development of agricultural, residential and small trade and manufacturing businesses. As of September 1984, 734 authorizations were in effect with new revenues exceeding $390,000.

Desert Land Entry Cases

Some 1,630 applications for desert land entries (DLE's) were on file with the BLM as of October 1, 1984. The BLM plans to process 676 applications in FY 1985, 450 in FY 1986 and 450 in FY 1987. There are, however, circumstances involving the lack of water and/or ongoing litigation over water rights in the States of Nevada and Idaho, which may severely limit BLM's ability to control the rate at which DLE applications are processed.

Land Tenure Adjustments

As outstanding entitlements under the State Indemnity Selection program are being satisfied, the States are turning increasingly to land exchanges to meet use demands and consolidate holdings. Private exchange opportunities are also being identified in completed land use plans and by other Federal agencies as a means of consolidating ownership, eliminating "inholdings," and enhancing the management of both Federal and non-Federal properties. An estimated 215,000 acres will be exchanged at the FY 1987 Base level and 255,000 acres at the FY 1987 Estimate level. Action will also be initiated on exchange proposals which will be consummated in FY 1988 and 1989.

"Project Bold," a complex land exchange proposal involving the State of Utah and the BLM, is not included in the Base program acreage estimate. The project, designed to allow statewide exchange of lands of roughly equivalent value to create manageable units, would also remove intermingled State lands from areas administered by the BLM, National Park Service, the Military and Indian reservations. If authorizing legislation should be enacted, BLM would incur significant additional processing costs. Additional funding for this work would then have to be sought through the budgetary process.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land resettlement program in New Mexico and Arizona. This complex program was enacted into law in 1980. On July 1, 1983, the Navajo Tribal Council presented BLM with an application requesting the acquisition of six privately owned ranches in Apache County, Arizona. BLM is currently negotiating with the Arizona landowners to acquire their holdings through land exchanges, where possible. Three ranches containing 100,538 acres of private and State land have been acquired, and agreements for acquisition of an additional 77,440 such acres

are expected to be completed in FY 1985. Extensive work is involved in such negotiations -- identifying other areas of public land suitable for exchange, completing title examinations, cultural clearances and planning steps, appraisals and issuance of title documents. In addition to these actions in Arizona, transfer of 35,000 acres of the BLM-administered Paragon Ranch area of New Mexico is awaiting receipt of an amended application from the Navajo Tribe. Notwithstanding any unforeseen complications, BLM expects to complete the program by FY 1987, and close out the project office and staff by the end of FY 1986.

Land Disposals

The Bureau plans to convey 50,000 acres of public land to Western States under the State Indemnity Program in FY 1985. The Secretary of the Interior has assured the States that indemnity (in-lieu) land selections will be processed promptly in close cooperation with State governments. In a memorandum of understanding with the Western States Land Commissioners Association, dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the States in fulfillment of the States' outstanding indemnity rights. Approximately 120,000 acres of entitlement are expected to remain by the end of FY 1985. We anticipate that the States will apply for their remaining entitlements at a much slower rate than in previous years as full satisfaction nears. BLM will process approximately 10,000 acres in FY 1986 and beyond.

Land sale offerings under the authority of Section 203 of FLPMA will amount to about 40,000 acres each in FY 1985 and 1986 and will decrease to 10,000 acres in FY 1987. The objectives of the FLPMA land sale program are to dispose of public lands that would serve higher and better uses in private ownership as identified through a land use planning process, to improve management of Federal lands through the sale of tracts that are isolated or otherwise difficult to manage, and to dispose of lands acquired for a specific purpose that are no longer needed for that purpose or any other Federal purpose.

Work will also continue on sales in Nevada under the Burton-Santini Act, which provides for the offering of up to 700 acres annually in Clark County, Nevada.

Funding Adjustments within the Base

Diminishing public demand for R&PP authorizations as well as the sale of public land provided BLM the opportunity to adjust the level of effort and funding among the various program workloads within Base funding. The savings that result from doing fewer R&PP authorizations and land sales are used to increase the level of unauthorized use abatement and public demand land exchanges.

Unauthorized Use Abatement

Work on resolution of the long-standing dispute over title and unauthorized use in the "New Mexico Rio Grande Occupancy Resolution Area" will continue in FY 1987 at the FY 1986 level. BLM anticipates substantial completion of this program by FY 1990.

Resolution of unauthorized use of public lands continues to be a challenge. The streamlining of the case processing and the raising of unauthorized use fees have been adopted to discourage unauthorized agricultural use. An inventory of

unauthorized agricultural use was initiated in FY 1985 in the State of Idaho and will continue into FY 1987. Accelerated resolution began in FY 1985. BLM's Base workload was increased to 450 unauthorized use cases for FY 1985 and FY 1986, and will increase to 500 cases in FY 1987.

Maintaining the Official Land Records

The remaining responsibilities of the Lower 48 lands program include the operation, maintenance, and updating of the complex series of public land records which make up the official, original public land records of the United States; responding to public inquiries regarding land status, availability and application procedures; and the preparation of activity plans and amendments to land use plans.

Automated Land and Mineral Record System (ALMRS)

The ALMRS effort was initiated in FY 1983 to develop and implement automated procedures for realty and minerals case management, land descriptions, land and minerals ownership/use authorization status, and geographic coordinate data covering all land and minerals ownerships where BLM has a surface and/or subsurface management interest. The system will allow for logical progression from the existing manual records system to a fully automated system. This will eventually enable BLM to retire its existing hard-copy records which consist of the historical index, master title plat (MTP) and land use plat which are currently the foundation of the Bureau's lands, minerals, and renewable resources program activities. When fully implemented, ALMRS will contain data for approximately 46,000 townships.

Initial efforts in the ALMRS program have been devoted to automating lands and minerals casework and designing of a follow-on system that will integrate data bases for legal land description and status, including mining claims. By June 1, 1985, approximately 270,000 cases had been entered into a case recordation data base that is capable of providing automated serial register pages, limited statistical reports, case counts, individual case tracking, and case abstracts. By focusing on the case recordation data base, we have been able to eliminate backlogs in land and mineral case work.

During FY 1985, BLM contracted with the Federal Computer Performance Evaluation and Simulation Center (FEDSIM) to assess alternative system architectures (hardware, software, telecommunications, data base locations, etc.). The results of their analyses and the prototype testing will be available in September 1985 and will enable us to predict more accurately the long-term project schedule and system cost. (We will need to provide additional LCM data on ALMRS to OMB and the Congress when available.)

The next stage of the project involves developing user and systems requirements. After the systems requirements are fully defined, systems design work will proceed. The systems design stage will define how data bases for legal land description, current status, and GEO reference will be linked with the existing case data and mining claims data bases. A prototype of the system will be developed in FY 1986 and 1987 to minimize risks associated with full-scale implementation.

In late FY 1988, actual implementation of ALMRS will occur in the pilot States of Arizona and New Mexico, including automated case tracking, report generation (statistical and title reports among others), and some graphic display

capability to replace hard-copy plats for status. We anticipate implementation and operation of ALMRS in the remaining State Offices will begin in FY 1989. System implementation will proceed as each State completes data collection and as ADP equipment is purchased.

Data collection is a continuing effort projected to be completed in FY 1991. Legal land description data is being collected in all States with completion scheduled by the end of FY 1987. Status data collection in the pilot States will be completed by the end of FY 1986 and in the other States between FY 1986-FY 1991.

The FY 1987 Estimate includes $3,006,000 for ALMRS data collection and system development. Additional funding, primarily for equipment acquisition and ADP system development, is identified in the data management subactivity.

Planned workload accomplishments at the FY 1987 Estimate level are as follows:

Workload Measure (# = cases)	FY 1985 Actual	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-)
Recreation and Public Purposes (R&PP) leases and patent applications (#)	310	310	310	250	-60
State indemnity selections (000 acres)	50	10	10	10	---
Exchanges (000 acres):					
State	140	60	60	70	+10
Private	147	155	155	185	+30
Desert land entries (#)	676	450	450	450	---
Public land offered for sale (000 acres)	40	40	40	10	-30
Burton-Santini Act offers (acres)	700	700	700	700	---
NM Rio Grande occupancy resolution (#)	90	90	90	90	---
Unauthorized use (#)	450	450	450	500	+50

ALASKA LANDS PROGRAM

Objectives

- Issue interim conveyances or patents for 2.5 million acres to Native corporations under the Alaska Native Claims Settlement Act (ANCSA),
- Issue tentative approval of conveyances or patents for 3.6 million acres to the State of Alaska,
- Process 1,150 Native allotment parcels in Alaska to the point of approval for survey, and
- Process other lands cases in order to expedite the conveyance of lands to the State of Alaska and Native corporations.

FY 1987 Program

The FY 1987 Base and Estimate for the Alaska lands program is $12,434,000 and 294 FTE.

Land conveyance in Alaska is a two-step process requiring both title transfer and title confirmation (by patent) following survey. Most Federal land in Alaska is unsurveyed. Because of this, Congress authorized title transfer documents to the Native corporations (interim conveyance) and to the State of Alaska (tentative approval) which can be granted before survey. Final entitlement calculation and specific exclusion of inholdings would take place after survey when title confirmation in the form of a patent would be issued.

Commencing in FY 1986, the rate of transfer for lands will continue to slow while the completion of survey and issuance of patents will increase. Cumulative title transfers to the State and to Native corporations will be at the 82 percent completed point by the end of FY 1986. These transfers consist largely of tentative approvals and interim conveyances. Approximately 20 percent of the lands transferred will have had a completed survey and patent issued.

The slowing of the title transfer process reflects both a shift of initiative for the remaining land transfers and a secondary workload of land entitlement awaiting survey. For the past three years the State of Alaska has emphasized identification of smaller but "higher quality" areas for its conveyances. These smaller land areas often are more difficult and complex to adjudicate than the largely unpopulated "block lands" transferred previously. Under the terms of a court settlement, the State now identifies in an annual request the lands it wants transferred. The State has asked for increased patent issuance on these priority lands rather than for large title transfer acreages. Native corporations have received title to most of the lands they selected around villages. The village corporations must now identify and place a priority on lands being allocated by regional corporations. Regional corporations must identify in priority order their remaining entitlements. Once BLM has received these priorities, it can transfer additional land to the Native, regional, and village corporations. Finally, until survey, a small percentage of land is "held back" to avoid an over-conveyance of land.

To ensure an increase in acreage transferred through patents issued, BLM has adopted a patent plan process. This is a coordinated effort between BLM realty and survey staffs in Alaska. The plan calls for the identification of a geographic area, or "window," and a concentrated effort to complete all needed adjudication of inholdings in the area to ensure efficient survey and patent of all adjudicated parcels.

Native allotments are one of the most numerous types of claims which must be adjudicated and surveyed out from larger blocks of land selected by the Native corporations and the State before final patent can be issued to the corporation or State. Therefore, to make the patent plan process work most efficiently, a major priority is being placed on adjudication of Native allotments in the geographic "windows." At the FY 1987 Estimate level, approximately 1,150 Native allotment parcels will be processed to the point of approval for survey.

Section 17(b) of the Alaska Native Claims Settlement Act of 1971 authorizes the Secretary to reserve certain public easements across Native lands in Alaska. Easements are reserved at the time of conveyance and contained in the conveyance document. The location, width, and authorized uses for the easements are specifically identified. A Departmental Manual has been developed for administration of these easements. The Native corporations want the Federal Government to specify the management principles to be applied to these easements and the responsibilities of each party in monitoring and regulating use. A

coordinated effort by NPS, FWS and BLM is underway to inventory the easements. Easement management (location and marking) will follow with emphasis first on high-use areas.

The following workload will be accomplished at the FY 1987 Estimate level:

Workload Measures	1985 Estimate	1986 Estimate	1987 Estimate	Inc. (+) or Dec. (-)
Native conveyances (million acres)	1.0	2.0	2.5	+.5
State conveyances (million acres)	4.2	3.4	3.6	+.2
Native allotments (parcels)	1,470	1,350	1,150	-200
Land use authorizations (cases)	116	208	210	+2
Land tenure adjustments (cases)	1	1	1	---
Unauthorized use ("Trespass") (cases)	19	12	18	+6

The Alaska conveyance schedules are:

(acres in millions)

NATIVE CORPORATIONS	Thru FY 1984	FY 1985	FY 1986	FY 1987	Future
Interim Conveyances					
Annually	xxx	1.0	1.0	1.0	7.8
Cumulative Total	33.2	34.2	35.2	36.2	44.0
Patent *					
Annually	xxx	xxx	1.0	1.5	37.1
Cumulative Total	3.4	3.4	4.4	5.9	43.0
STATE					
Tentative Approval					
Annually	xxx	2.0	1.4	1.6	18.5
Cumulative Total	81.0	83.0	84.4	86.0	104.5
Patent *					
Annually	xxx	2.2	2.0	2.0	75.3
Cumulative Total	23.0	25.2	27.2	29.2	104.5

* Patent acreage is directly dependent on acreage surveyed, which, in turn, is dependent upon clear identification of all third-party interests (including Native allotments and Federal mining claims).

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(Dollar amounts in thousands)

	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	4,034	3,767	3,752	3,752	-15	---
(FTE-T)	(100)	(93)	(93)	(93)	(---)	(---)

Authorization

43 U.S.C. 1711, 1714
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, Sections 204(a) and 202(d) authorizes the Secretary:

- to review, revoke or continue by October 1991, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, they should be continued;
- to prepare and maintain inventories of all public lands withdrawn; and
- to review all withdrawals having a specific effective timeframe.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 687b

The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

43 U.S.C. 315
P.L. 73-482

Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands, as appropriate, to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.

43 U.S.C. 1601(e), 1621
P.L. 92-204

The Alaska Native Claims Settlement Act (ANSCA), section 3(e) provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior, and section 12(b) provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.

16 U.S.C. 1621, 30 U.S.C. 181 note P.L. 96-487	Section 12(b) of the Alaska National Interest Lands Conservation Act mandates a review of withdrawals and other types of segregations and establishes a schedule of openings of public lands to operation of the general land laws, mineral leasing and mining.
43 U.S.C. 31(a)	The Act of March 3, 1879, authorized classification of public lands.
15 U.S.C. 79	Section 24 of the Federal Power Act as amended, allows other uses of Federal waterpower withdrawals with Federal Regulatory Commission approval.

Objectives

- Process new withdrawal applications on a current basis;
- Continue withdrawal revocation processing on a current basis;
- Continue review of other agencies' withdrawals based on mutually approved schedules;
- Complete review of all BLM classification orders by FY 1987; and
- Continue review of waterpower and water storage withdrawals to be completed in 1991.

FY 1987 Program

FY 1987 funding for the withdrawal processing and review is $3,752,000 and 93 FTE.

The Federal Land Policy and Management Act (FLPMA), Section 204(1) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western states, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the provisions of the Alaska Native Claims Settlement Act when possible conveyance to Alaska Natives is involved, and under the provisions of the Alaska National Interest Lands Conservation Act and other authorities for possible opening of public lands to mining, mineral leasing, settlement, and other disposals.

FLPMA also requires that all applications for withdrawals and proposed revocations pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative effect of such applications.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the non-mineral public land laws.

To "withdraw" public lands means to withhold them from settlement, sale, location, or entry, under one or more of the general land and mineral laws. The purpose of a withdrawal is to limit activities under those laws and to maintain other public values in the withdrawn area for a particular public purpose. Because of the vast acreage of land withdrawals and classification in the absence of land use planning, FLPMA mandated their review, revocation, modification, or continuation by 1991.

An updated inventory (mid-1981) under provisions of Section 204(1) of FLPMA identified 5,845 withdrawals covering 76 million acres. Classification orders segregated another 160 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing. Withdrawal and classification reviews are being conducted systematically and expeditiously to ensure that there are no unnecessary closures, any decrease in the number of withdrawal reviews will not alter concentration on priority areas with mineral potential.

Since 1984, BLM and other holding agencies have been working on mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The withdrawal review workload for FY 1987 will consist, to a great extent, of review of other agency withdrawals. Successful completion of this schedule depends totally on the ability of other agencies to make timely submissions of their withdrawal rejustifications to the appropriate BLM State offices. BLM is making every effort to encourage the other agencies to be responsive and is providing guidance as to which withdrawals they should review first.

Withdrawal processing and review in Alaska includes the review of Federal holdings pursuant to Section 3(e) of ANCSA, an integral part of the entire State and Native conveyance program. Alaska's withdrawal review also includes revocations/restorations and transfer of jurisdiction work for other Federal agencies in Alaska.

The Waterpower Program encompasses the identification, evaluation, and classification of Federal lands with significant water and power potential under the provisions of the Federal Power Act of 1926, as amended. Classifications are also made to protect potential water and power resources from encumbrances and uses which would destroy site values for waterpower, and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies.

In FY 1987, the waterpower program will continue the 7-year effort, scheduled to be completed in 1991 to review approximately 1,050 existing withdrawals for waterpower and water storage. Though the actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC), BLM will conduct these reviews to determine on a case-by-case basis if the water resource still exists and requires protection. Findings will be forwarded to the Secretary with recommendations for continuation or revocation of the withdrawals.

Planned workload accomplishments at the FY 1987 Estimate level are as follows:

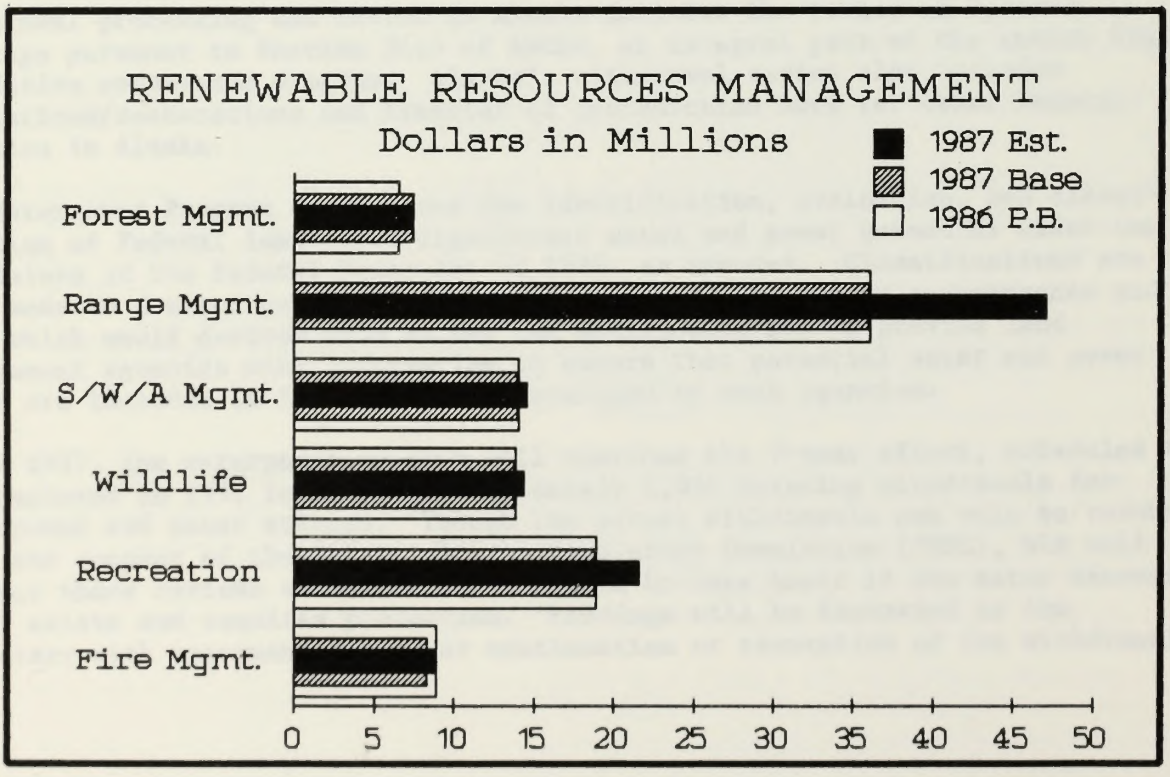
Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base and Estimate
Withdrawal applications processed (#)	30	43	43
Revocations processed (#)	194	63	63
Withdrawals reviewed (#)	496	496	496
Classifications reviewed (#)	149	149	149
Waterpower withdrawals reviewed (#)	174	174	174

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Forest Management	7,630	7,375	7,352	7,352	---
Range Management	48,833	36,147	36,012	47,060	+11,048
Soil, Water and Air Management	16,544	13,959	13,869	14,469	+600
Wildlife Habitat Management	15,783	13,801	13,711	14,311	+600
Recreation Management	18,352	18,850	18,775	21,575	+ 2,800
Fire Management	7,340	8,877	8,301	8,847	+ 546
Total	114,482	99,009	98,020	113,614	+15,594



Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(Dollar amounts in thousands)

Program Elements		1985 Estimate	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Public Domain	$	6,710	6,455	6,432	6,432	-23	---
	(FTE-T)	(150)	(142)	(142)	(142)	---	---
Western Oregon P.D.	$	920	920	920	920	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	7,630	7,375	7,352	7,352	-23	---
	(FTE-T)	(150)	(142)	(142)	(142)	(---)	(---)

Authorization

43 U.S.C. 1711, 1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

PUBLIC DOMAIN

Objectives

- Manage public land forest resources outside of western Oregon to maintain forest productivity to help meet current and future domestic needs for timber and other wood products,
- Offer for sale 92 million board feet of commercial sawtimber,
- Ensure timber sale contract compliance,
- Issue 54,000 fuelwood and other forest permits annually,
- Reforest harvested areas promptly,
- Achieve or maintain optimum conditions for tree and stand growth (thinnings/release), and
- Reduce the reforestation backlog acreage.

Base program

The FY 1987 Base program is $6,455,000 and 142 FTE. This program provides for the management and development of 2.1 million acres of commercial forest lands and 18 million acres of woodlands not capable of producing commercial timber but which are a source of fuelwood, posts/poles, Christmas trees, and pine nuts.

All BLM public domain forest lands are managed under the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's Forest Land Policy, which is based on this Act, requires management of these lands under multiple-use principles for timber production as well as other uses and values in order to achieve the widest range of benefits on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest product use.

Commercial Forest Land Management

Commercial forest land management focuses on 1.2 million acres of commercial timber lands within the allowable cut base which annually produce 92 million board feet of timber valued at $7 million. Each timber sale is screened to insure that the return to the Government in receipts will justify the costs of holding the sale. Some sales are held on areas where the timber has been infected by insects. In such cases, less than a full return on costs may be accepted in order to prevent the spread of infestation to more valuable timber.

The major elements of the commercial forest management component are timber sale planning, sale preparation and sale administration. Planning identifies the need for physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sales and awarding the contracts for 100 sales planned in the six BLM State Offices (California, Colorado, Idaho, Montana, Oregon, and Wyoming) with public domain sawtimber programs.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, and trespass abatement.

Inventory and management planning is the gathering of data necessary for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels on a 10-year cycle.

Woodland Management

Historically, woodlands have received little intensive management, and wood products have been removed from these lands predominantly by free use. Management consisted of identifying those areas of dead wood or overgrowth where free use permits would aid in removing these products. However, in recent years, the public demand for these wood products has increased dramatically.

BLM managers are now emphasizing product sales and discourage free use. Some inventory of these lands is being accomplished, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of scrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

BLM has undertaken a long-term effort to inventory all of the estimated 18 million woodland acres and to identify priorities for sales and other management activities. In FY 1987 an increase in inventory of 4.3 million acres will be accomplished within base level funding.

Planned sales in FY 1987 are 130,000 cords of fuelwood, 60,000 Christmas trees, and other woodland products such as posts/poles, pine nuts, jojoba beans, cactus, boughs, and wildings with an estimated value of $750,000.

Forest Development

Forest development provides for reforestation and other practices which increase the productivity of the commercial timber lands. Reforestation is frequently necessary to ensure regeneration and that the new forest will contain the most desirable timber species. Prescribed burn and site preparation are often required prior to the actual reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning removes selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. Precommercial thinning is an especially important practice in the public lands areas since there are many overstocked timber stands which have become stagnant in growth and are now particularly subject to insect infestation.

An analysis of forest development needs indicated that by the end of FY 1985 backlogs of 19,188 acres of reforestation and 19,161 acres of timber stand improvement have developed through the years. This backlog was caused by several factors. Fire and insect infestation have destroyed many stands and have not been rehabilitated. Reforestation techniques employed before the 1970's suffered a high failure rate. Little was known about proper stocking levels (e.g., trees per acre on a given site) on these Forests. This led to many reforestation failures and instances of timber stands which now require thinning. Improved reforestation techniques and improved knowledge of stocking levels have greatly reduced reforestation failures.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base & Estimate
Inventory (000's of acres)	1,445	1,160	5,500
Plan Amendments (# completed)	1	3	1
Forest Plans Prepared (#)	60	80	80
Timbered offered for sale (MBF)	92,615	92,000	92,000
Other Forest Products (Permits issued)	50,213	53,240	54,000
Land Treatments (acres)	1,928	2,150	3,813
Reforestation (acres)	2,572	2,630	2,630
Timber Stand Improvement (acres)	4,414	879	879
Pest Control (acres)	2,108	2,240	2,340

WESTERN OREGON

Base program

Approximately 10 percent (or 240,000 acres) of the BLM-managed forest lands in western Oregon are public domain lands intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands.

Although these intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands. The current management prescriptions are the result of the management plans which considered all reasonable multiple use mixes and analyzed their environmental impacts. From this effort, the preferred alternative was selected by managers and documented in the records of decisions.

Funding for these PD lands in western Oregon is combined with the Oregon and California Grant Lands Fund (separately appropriated) to manage all BLM-administered lands in western Oregon.

The program accomplishments associated with the PD, O&C and CBWR lands are very closely integrated, and the lands are managed at the same intensity regardless of their status.

Activity: Renewable Resources Management
Subactivity: Range Management

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
Wild Horse and Burro Management	$	17,239	6,167	6,152	15,200	+9,033	+9,048
	(FTE-T)	(100)	(90)	(90)	(105)	(+15)	(+15)
Grazing Management	$	31,594	29,980	29,860	31,860	+1,880	+2,000
	(FTE-T)	(750)	(731)	(731)	(746)	(+15)	(+15)
Total Requirements	$	48,833	36,147	36,012	47,060	+10,913	+11,048
	(FTE-T)	(850)	(821)	(821)	(851)	(+30)	(+30)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The Public Rangelands Improvement Act of 1978 requires the improvement of the condition of public rangelands, research on wild horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The Carlson - Foley Act of 1968 authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331, 4335, and 4341-4347 P.L. 90-190	The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.
7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.

16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on public lands.
41 U.S.C. 501 P.L. 95-224	The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

WILD HORSE AND BURRO MANAGEMENT

Objectives

- Manage animals consistent with land use planning and implement efforts to achieve the appropriate management level, which is estimated to be 21,000 wild horses and 4,000 wild burros.

- Dispose of 18,000 excess wild horses and burros in a humane and efficient manner by destruction of old, sick, or lame animals within 24 hours of capture; by offering healthy excess animals for adoption within 30 days of capture; and by selling remaining unadoptable animals within 120 days; and;

- Protect and manage wild horses and burros through implementation of herd management area plans and monitoring of 200 herd areas.

Base program

The base funding level for the wild horse and burro management program is $6,152,000 and 90 FTE.

An estimated 52,000 wild horses and 13,000 wild burros will inhabit approximately 200 herd areas on public lands at the start of FY 1987, which is 9,000 more animals than at the start of FY 1986. These herds typically occupy areas in common with wildlife species and livestock; the numbers of each to be managed in the long term are determined through the resource management planning process based on the availability of habitat requirements such as forage and water. Land use decisions allocating numbers are subsequently monitored and adjusted if necessary. Based on the results of resource management plans, it is estimated that public lands will support approximately 21,000 wild horses and 4,000 wild burros on about 200 herd management areas. Herd management area plans will be prepared for all herd management areas to guide the management of individual herds and habitats, including monitoring requirements.

All healthy animals removed from the public lands are made available for adoption to qualified applicants for a standard fee. During FY 1987, adoption fees for horses will continue at $125 and the fee for burros at $75 per animal. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" Appropriation and are available for use by the Bureau to operate the wild horse and burro program.

Emergency rulemaking was published in May 1984 that gives the BLM Director the authority to waive or adjust the current adoption fee for those animals not considered adoptable under existing fees. This rule has been successful in reducing the number of unadopted animals.

Legislation was introduced in the 98th Congress which, had it been enacted, would have granted BLM authority to sell any excess animals for which there is no adoption demand. The FY 1986 Budget projected the removal of 4,000 animals from the range, based on the assumption that Congress would enact such legislation by early FY 1986. If such legislation is not enacted, as now appears likely, the funds requested in FY 1986 would fall short of the level needed to conduct adoption and maintenance activities even for the number of animals on hand at the beginning of FY 1986 by about $3.2 million. The FY 1987 Estimate is based on the assumption that sale authority will not be in place, although the Bureau still supports the concept of sale of unadoptable animals, it is not likely this concept will be accepted by the Congress for the foreseeable future.

At the FY 1987 Base funding level, BLM would remove 9,400 excess animals, a rate that would allow for herd populations to increase by 1,000 animals. All animals removed would be disposed of with no carryover -- 8,930 through adoption; and 470 through destruction of old, sick and lame animals. The Base funding level allows for an increase in removals because, the Bureau would enter FY 1987 with no animals being maintained in corrals.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	6,152	15,200	+9,048
(FTE-T)	(90)	(105)	(+15)

The concepts of multiple use management embodied in the Federal Land Use Placy and Management Act require the BLM to fund programs at least adequately enough to move toward acheiving the major objective of resource management plans. To achieve this for the wild horse and burro program's objective of obtaining a steady population of 25,000 animals requires a program increase. An increase of $9,048,000 and 15 FTE is proposed for FY 1987. This increase will allow an additional removal and disposition of 12,100 animals. This would reduce the herd level to 54,400 animals, allowing the Bureau to progress in its efforts to manage wild horses and burros at a level consistent with land use planning (estimated to be 25,000 animals). It is estimated that with this level of funding, program objectives would be reached in the early 1990's at which time program funding would sharply decrease. Over 90 percent of the wild horses are located in five western States. More than 60 percent of the rangeland in these five States is in unsatisfactory range condition. Overuse of the forage by wild horses along with other domestic livestock are among the causes for this unsatisfactory condition. Reversal of this condition is largely dependent upon removal of some of the wild horses in accordance with land use plans. Failure to remove animals not only violates the multiple use management principles, but also subjects the government to increasing costs from liability claims and from trying to contain animals in prescribed areas. The problem will only get worse.

This program places increased emphasis on adoption as the method of disposal allowing for 4,570 more adoptions than in the base program. Of the increase, approximately $2 million would be spent on increased adoptions, $4 million for maintenance of animals, and $3 million for removals of 12,000 additional animals.

Wild Horse and Burro Program Accomplishments

Workload Measures	FY 1985 Estimate	FY 1986 Estimate	FY 1986* Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Herd management area plans implemented	18	11	11	11	11	---
Herd areas monitored	97	133	133	133	133	---
Animals removed	17,825	4,000	---	9,400	21,500	+12,100
Animal disposition						
Adoption	9,500	6,500	10,000	8,930	13,500	+4,570
Sale	---	7,000	---	---	---	---
Destruction	825	500	---	470	1,100	+630
Animals maintained in contract corrals (average)	6,250	5,000	5,000	---	3,450	+3,450
Animals titled	5,000	9,000	9,000	9,000	9,000	---
Compliance checks	400	400	400	400	400	---
Animals maintained (EOY)	10,000	---	---	---	6,900	+6,900

*Assumes no sale authority (estimated 1986 Budget shortfall $3,233,000)

Distribution of change by object class

The object class detail for the proposed increase of $9,048,000 is as follows:

	FTE	Amount
Personnel compensation	15	$ 450,000
Personnel benefits		72,000
Travel and transportation of persons		50,000
Transportation of things		75,000
Printing and reproduction		35,000
Other services		6,266,000
Supplies and materials		1,500,000
Equipment		100,000
Lands and structures		500,000
Total		$9,048,000

GRAZING MANAGEMENT

Objectives

- Provide for the orderly use and administration of livestock grazing on public lands by issuing 27,500 grazing permits, leases, or adjustments under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;

- Meet the court-mandated schedule of 1988 for preparing and filing the remaining livestock grazing environmental impact statements (EIS's);

- Establish an ecological site data baseline for management decisions, monitoring studies and determining range condition and trend by 1991;

- o Develop and implement grazing management plans for "I" category allotments within 5 years following the land use or grazing EIS record of decision;

- o Encourage participative management through cooperative management agreements with livestock operators who have demonstrated good rangeland management practices and provide incentives for private investments in range improvements on the public lands;

- o Conduct monitoring studies on 5,100 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives; and

- o Maintain cooperative programs with States and counties for noxious weed control on public lands.

Base program

Base funding for the grazing management program is $29,860,000 and 731 FTE.

BLM issues about 27,500 grazing permits, leases or adjustments annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of the permits and leases includes supervision of the licensed annual use to ensure compliance with the stated numbers, time periods, terms, and conditions. Approximately 95 workyears are required to conduct this use supervision.

A court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case required BLM to prepare 141 grazing EIS's by 1988. By the end of FY 1986, 133 grazing EIS's will have been completed. Four EIS's are scheduled for completion during FY 1987 leaving only 4 more to be completed in FY 1988. Ecological site inventories will be conducted on 6 million acres to meet planning requirements for the EIS schedule as well as for baseline data to support monitoring. As a result of winding down the EIS schedule, base funding of approximately $300,000 will be shifted from grazing EIS workload into monitoring.

The base program includes the continuing need to determine and adjust livestock grazing to appropriate levels in FY 1987. The Bureau will monitor 4,925 allotments with data collection needs varying by allotment depending on objectives. Monitoring provides a reliable mechanism for enabling the Bureau to determine the proper grazing level, make the adjustments, and evaluate the decisions. Once the basic vegetation resource is determined through ecological site inventories, monitoring is used to analyze the changes in range condition over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trends (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation). Monitoring efforts will continue to increase as EIS efforts decline.

At the base program level 290 grazing plans will be developed. These plans are agreements that specify rangeland objectives and are developed as allotment management plans (AMP's), or cooperative agreements (CA's). All plans are

monitored to analyze changes in rangeland condition and to determine if objectives are being met. The Bureau is attempting to reduce public expenditure for improving and managing public lands through the development of CMA's with livestock operators who have demonstrated good rangeland management.

Improvement of the public lands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Grazing plans are developed and physical improvements made to provide improvement in range condition on those allotments where investments yield the highest returns as identified through an investment analysis procedure. Funding for improvements comes from both this program and from the "Range Improvement" appropriation. A total of 500 allotments will receive improvements in FY 1987, and approximately 100 improvements will be developed from base funding in this activity.

The Bureau has reduced expenditures where improvement costs would be extremely high or where the existing management practices will maintain the presently acceptable conditions. The Rangeland Improvement Policy has encouraged private or other beneficiaries to contribute funds toward improvement of rangeland conditions and shifted maintenance responsibilities to the benefiting user. The Bureau is responsible for maintenance of land treatments and certain structural improvements.

The Public Rangelands Improvement Act (PRIA) of 1978 requires the Forest Service and Bureau of Land Management to prepare a study of the 7-year trial grazing fee formula and report the findings to Congress. The study has been completed in draft and underwent public review with the final report to be submitted by the fall of 1985. For purposes of the FY 1987 Budget Justifications, it has been assumed that the grazing fee will continue under the current formula. Any change in grazing fees will be implemented at the beginning of the 1986 grazing season which begins on March 1, 1986.

Noxious weed infestations, which pose health hazards to grazing animals and are unacceptable for agricultural uses, occur sporadically on the public lands throughout the Western United States. These infestations provide a second seed source for private lands and are the subject of various weed control efforts. Cooperative weed control efforts take place with BLM providing funding for 5 cooperative weed control projects with 5 States. Cooperation exists among BLM and other Federal agencies, States, and counties. Funding for these 5 projects provides annual control on about 130 sites as part of the base program.

Increase for FY 1987

(dollar amounts in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	29,860	31,860	+2,000
(FTE-T)	(731)	(746)	(+15)

An increase of $2,000,000 and 15 FTE is proposed in the FY 1987 Estimate.

Approximately $1,000,000 of the increase would be used for Range Improvement (RI) project planning, e.g., general reconnaissance, preliminary site analysis, environmental assessment (EA's), and cultural and threatened and endangered (T/E) species clearances related to expending RI funds and for some limited development of on-the-ground improvement projects. The Bureau has not been able to fully expend its RI funds since FY 1982 and projects a carryover of about $2,800,000 into FY 1987. Completion of RMP's and grazing EIS's has placed greater emphasis on the need for development of grazing plans and on the ground range improvement. As a result, the Bureau has implemented policy of using grazing management funds for project planning, while relying on the Range Improvement (RI) Fund for actual project construction and development. Without additional project planning funds, we will not be able to meet our commitment to use the RI funds in the manner required by law and as expected by the ranching community.

The remaining $1,000,000 of the increase would be used for increased monitoring. Without this funding, the Bureau will be forced to delay implementing decisions outlined in Rangeland Program Summaries (RPS's) and will not have a reliable mechanism to track and determine if the proper level of grazing is being achieved or to make adjustments. The Bureau has shifted funds from grazing EIS's into monitoring in FY 1987, but the Bureau's total monitoring needs can not come entirely from shifting funds from EIS work.

Grazing Management Workload Accomplishments

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	12,800	10,476	6,100	6,100	---
EIS's Completed (#)	15	14	4	4	---
Grazing plans (plans completed)	350	285	285	285	---
Monitoring (Allotments monitored)	4,700	4,860	4,925	5,500	+575
Lease and permit administration (# issued)	27,500	27,500	27,500	27,500	---
Project development (# developed)	178	96	100	100	---
Project maintenance (# maintained)	125	96	96	96	---
Weed control (# projects)	5	5	5	5	---

Distribution of change by object class

The object class detail for the proposed increase of $2,000,000 is as follows:

	FTE	Amount
Personnel compensation	15	$ 450,000
Personnel benefits		67,000
Travel and transportation of persons		50,000
Transportation of things		100,000
Other services		953,000
Supplies and materials		70,000
Equipment		60,000
Lands and structures		250,000
Total		$2,000,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water, and Air Management

(Dollar amounts in thousands)

	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
$	16,544	13,959	13,869	14,469	+510	+600
(FTE-T)	(298)	(277)	(277)	(277)	(---)	(---)

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579
The Federal Land Policy and Management Act of 1976 provides for management of the public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482
The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

33 U.S.C. 404
P.L. 95-217
The Clean Water Act of 1977, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing best management practices for the control of non-point source pollution.

43 U.S.C. 1901 et seq.
P.L. 95-514
The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.

42 U.S.C. 201
P.L. 95-190
The Safe Drinking Water Act Amendments of 1977 amended Section 2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

43 U.S.C. P.L. 98-569	Colorado River Basin Salinity Control Act Amendment of 1984, amends Section 203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program and supply a corresponding report to Congress by July 1, 1987 and to undertake advanced planning on the Sinbad Valley Unit.
33 U.S.C. 467 P.L. 92-367	National Dam Inspection Act of 1972, requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection and regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams on public lands of 25 feet or more in height which impound 50 acre-feet of water or more.
16 U.S.C. 2001 P.L. 95-192	The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal-and State-designated air quality standards and abide by the requirements of the State implementation plans.
42 F.R. 26951 E.O. 11988	Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.
42 U.S.C. 6901 P.L. 94-580	The Resource Conservation and Recovery Act (RCRA) of 1976 authorizes EPA, by regulation, to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
42 U.S.C. 9601 P.L. 96-510	The Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, as amended, provides for liability, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.

46 F.R. 42237
E.O. 12316

Executive Order 12316, Responses to Environmental Damage, August 14, 1981, assigns agency responsibility for hazardous waste spills, abatement actions and liability and financial responsibility.

43 FR 47707
E.O. 12088

Executive Order 12088, Federal Compliance with Pollution Control Standards, October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Objectives

- Conduct soil surveys to provide data baseline for management decisions, planning efforts and to meet the court-mandated grazing EIS schedule;
- Provide soil, water and air resource information and technical expertise for use in planning, development, and management of BLM multiple use programs such as energy, minerals, forest and range management;
- Install and maintain watershed improvements designed to reduce erosion, control salinity, minimize flood and sediment damage, and stabilize and improve riparian areas;
- In cooperation with the Interagency Task Force on Acid Precipitation to monitor 15 acid rain stations in the west;
- Ensure the availability of water of sufficient quantity and quality on public lands for multiple use needs by filing for 1,800 water rights claims in compliance with State law and meeting State water adjudication deadlines and monitoring;
- Ensure compliance with Federal, State, and local air and water quality standards and regulations in a practical, expeditious and environmentally sound manner; and
- Identify and prepare land status assessments of hazardous waste sites to assess and rank their risks.

Base program

The FY 1987 Base funding level for the soil, water, and air management program is $13,869,000 and 277 FTE.

This program provides basic data and BLM technical expertise for soil, water and air resources and hazardous waste management. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the public land watersheds and airsheds and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Watershed planning, development, and maintenance provides for stabilizing soils, improving water quality through land treatment or development, reducing soil loss and erosion through placement of structures, and protecting public health and safety. Hazardous

waste management integrates and coordinates a range of activities needed for prudent management of hazardous wastes on public land and the protection of public health and safety from the effects of these wastes.

Watershed inventories will be completed on 7.5 million acres of public land. This baseline data provides information on soil erosion, sedimentation, and water quality and quantity. Inventory has been decreasing as planning and grazing EIS efforts wind down allowing shifts of base funding to maintenance of existing projects.

Soil surveys will be completed on 5.5 million acres, which is adequate to meet the court-mandated grazing EIS schedule. By the end of FY 1987, 150 million acres of public land will have been surveyed in support of EIS preparation.

In response to Western States' water adjudications, the BLM will be quantifying and identifying associated uses on 16,200 water sources. This information will be used to file an estimated 1,800 water right claims in compliance with State law where adjudication of water for beneficial uses is being done.

The air program operates 55 monitoring stations to provide data on climatic conditions and air quality for BLM planning and EIS efforts and to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management. Eight burn plans will be modeled for compliance with smoke management and air quality regulations.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM will expend $100,000 to operate 15 acid rain monitoring stations in the Western United States. This is an increase of $20,000 over FY 1986 and would result in 2 additional acid rain monitoring stations. Data obtained from this effort will determine baseline conditions and assess the significance of acidic deposition in support of the Federal Acid Rain Program objectives of determining nationwide trends and impact assessments.

The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, and salinity and to improve water quality. The FY 1987 program will emphasize maintenance of projects currently in good condition, correction of unsafe or deteriorating watershed conditions, and protection of human safety and property. The savings the Bureau is realizing as a result of fewer soil surveys and inventories will be used for maintenance of 280 projects including a variety of small structure sediment and flood control dams and land treatment measures built to control erosion due to water or wind. BLM, as the primary beneficiary, has assumed maintenance of these projects. This is in line with the Bureau Rangeland Improvements policy of assigning structural improvement maintenance to the benefiting parties.

Watershed monitoring will be conducted at 1,525 stations to determine if activity plan objectives are being met. Monitoring will also be conducted at 800 stations to determine changes in water quality and quantity in specific watersheds and sensitive environmental areas.

Construction of 105 new watershed improvement projects is the same as FY 1986 as emphasis will be placed on maintenance of existing projects. The Bureau will maintain the present level of developing activity plans following completion of land use planning to ensure that funds are targeted to those areas of highest priority where the most benefit can be derived.

At the Base level, the Bureau will inspect and evaluate dam structures to ensure that they are safe and do not endanger life or property and will complete 8 rehabilitation projects on structures identified as needing repair.

The hazardous waste management program efforts are focused on developing program policies and procedures; finding, evaluating and initiating cleanup on the most pressing past problem sites; implementing systems to control current incidents; and developing procedures to reduce future risks and liabilities to BLM in connection with routine Bureau operations or permitting actions. It is Bureau policy that on sites where there is a known, viable responsible party, that party must pay the cost of any cleanup.

The FY 1987 hazardous waste management base program is $1,300,000. About half of the funds will be used for site inventory and identification, site assessment and ranking, cleanup studies and plans, limited-site cleanup, litigation support to recover costs and damages, and to maintain current levels of emergency response capability. Additionally, some of the funding will be used to respond to emergency cleanup situations such as illegal dumping of chemical wastes, abandoned cyanide containers, pecticide disposals, etc. An increase in emergency incidents due to illegal dumping is anticipated due to higher legal disposal costs and expanded regulation by EPA and the States. The remainder of the funds will be used to initiate hazardous waste control activities, develop policies and procedures needed to reduce future costs and liabilities, provide programmatic and safety training to BLM employees, and ensure compliance with the laws. Any funding needed to clean-up high cost hazardous waste sites will have to be requested separately, such as through supplementals.

Increase from FY 1987 Base

(dollar amounts in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	13,869	14,469	+600
(FTE-T)	(277)	(277)	(---)

The $600,000 program increase would be used in the hazardous waste management program to meet new reporting, inventory, and site assessment requirements imposed by the 1984 amendments to the Resource Conservation and Recovery Act. These new requirements will effectively cause the Bureau to initiate a continuous process of inventory of past and present uses of the public lands. The Bureau will perform an additional 2 million acres of inventory to find and assess the risk of hazardous waste sites on public lands. Where the inventory has shown the likelihood of hazardous materials problems and where no other financially-responsible party can be found, site assessments will be conducted. These assessments, involving several stages, will establish the presence/absence of hazardous materials and lay the ground- work needed to plan and budget for cleanup. In FY 1987, the Bureau plans to conduct an additional 10 site assessments of sites to determine their hazard ranking.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) or Dec. (-)
Inventory (000's acres)	16,000	10,500	7,500	7,500	---
Soil survey (000's acres)	7,800	7,000	5,500	5,500	---
Water rights					
Sources quantified	6,200	6,200	6,200	6,200	---
Claims filed	1,200	1,800	1,800	1,800	---
Air monitoring (# stations)	55	55	55	55	---
Acid rain (# stations)	12	13	15	15	---
Watershed activity plans (#)	75	75	35	35	---
Monitoring (# stations)	2,900	2,325	2,390	2,390	---
Watershed improvements (#)	128	105	105	105	---
Project maintenance (#)	185	258	280	280	---
Dam safety (# projects)	15	8	8	8	---
Hazardous waste:					
Inventory (000's acres)	40,000	5,000	5,000	7,000	+2,000
Land status assessment (# sites)	70	75	75	85	+10
Hazardous waste cleanup (# sites)	35	42	42	42	---

Distribution of change by object class

The object class detail for the proposed increase of $600,000 is as follows:

Other services	$600,000

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(Dollar amounts in thousands)

	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
$	15,783	13,801	13,711	14,311	+510	+600
(FTE-T)	(295)	(274)	(274)	(285)	(+11)	(+11)

Authorization

43 U.S.C. 1701, 1751 P.L. 94-579	The Federal Land Policy and Management Act of 1976 identifies fish and wildlife development and utilization as a major use of the public lands; directs that the public lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.
16 U.S.C. 715 P.L. 70-770	The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
16 U.S.C. 1531 et seq. P.L. 93-205	The Endangered Species Act (ESA) of 1973, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered (T/E) species and to help bring about their recovery.
16 U.S.C. 670 et seq. P.L. 93-452	The Sikes Act of 1974, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.

42 F.R. 26951 EO 11988	Executive Order 11988, Floodplain Management (May 24, 1977) provides for the restoration and preservation of national and beneficial floodplain values on the public lands.
42 F.R. 26961 EO 11990	Executive Order 11990, Protection of Wetlands (May 25, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.
16 U.S.C. 3101 et seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on public lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.
30 U.S.C. 1201 et seq. P.L. 95-87	The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

Objectives

- Conduct wildlife habitat inventory to provide data for multiple-use planning, preparation of habitat management plans (HMP's), and resolution of conflicts involving resource development and protection activities;

- Prepare and implement HMP's to address wildlife habitat development and protection needs identified through the land use planning process;

- Monitor approximately 722 plans or agreements to determine change or trend in regard to habitat development and protection objectives specified in activity plans; and

- Ensure compliance with the statutory requirements of the Endangered Species Act (ESA) by inventory of threatened and endangered (T/E) species habitat; assist in the preparation of recovery plans, implement recovery plans and management plans, and monitor habitats or agreements to ensure that objectives for T/E habitat development and protection are being met.

Base program

The base program of $13,711,000 and 274 FTE provides funds for the protection and management of fish and wildlife habitat on public land, including habitats of T/E species of fish, wildlife and plants.

Two primary aspects of the BLM habitat management program are to provide data and expertise for land use decisionmaking processes and to develop and protect wildlife and fish habitat on the public lands pursuant to the

objectives specified in resource management plans (RMP's) and HMP's. Major workloads include habitat inventory, monitoring, habitat management plan preparation, habitat project development, and project maintenance. Other workloads involve participation in resource management planning, preparing environmental statements, and carrying out research and development activities to support program objectives.

Extensive habitat inventories continue to decrease, but more intensive site or species specific inventories continue as a priority. Under the base level of funding, inventories covering approximately 12.1 million acres of wildlife habitat will provide data for the preparation of grazing EIS's, RMP's, HMP's, and other activity plans with objectives involving habitat development or protection.

Monitoring efforts are increasing with the completion of planning, grazing EIS's, and activity plans. With the base level of funding, 722 plans or agreements will be monitored to determine resource trend and assess progress toward meeting habitat development and protection objectives.

Thirty-three new HMP's will be completed, and another 17 existing HMP's will be updated as part of the base program. The Bureau is reducing preparation of new HMP's in order to place more emphasis on implementation of projects in existing HMP's.

Approximately 780 habitat projects will be developed and maintenance activity will occur on 1,135 existing projects. Some of these accomplishments will involve the use of contributed funds, materials, and labor from State agencies and private groups which help support BLM's habitat development efforts, such as the cooperative Desert Bighorn Sheep management program. The estimated value of these contributions in FY 1987 is $1,500,000.

The base program includes support for work on 15 research and development projects. Research projects are systematic, intensive investigations directed toward obtaining data needed to solve habitat development or protection problems faced by the Bureau. Development projects involve the orderly process of using research data and other available information to produce materials, devices, systems, or methods for habitat management.

In FY 1987, the public lands will provide part or all of the habitat requirements for approximately 135 T/E plant and animal species. Also occurring on the public lands are several hundred species listed by the Fish and Wildlife Service (FWS) as proposed or candidate species, which means they are being considered for listing as threatened or endangered.

The Bureau's T/E species management program is designed to comply with the Endangered Species Act requirements to avoid jeopardizing T/E species and help bring about their recovery. The Bureau estimates spending about $2,650,000 on T/E species in FY 1987 at the base level with emphasis shifting from collecting baseline data to implementation of management plans. The program also supports activities to help prevent proposed or candidate species from being listed as threatened or endangered. The FY 1987 base program provides for inventory of 2.4 million acres of T/E species habitat. The data are used to ensure that Bureau actions do not jeopardize T/E species, while ensuring that other resource development programs move ahead without unnecessary delays. In addition, 172 RMP's, activity plans, T/E recovery plans, or other activity plans or agreements involving T/E species habitats will be monitored.

The FY 1987 base program includes BLM involvement in the preparation of 17 recovery plans. These plans, prepared under the auspices of the Fish and Wildlife Service (FWS), identify work that must be accomplished to bring about delisting and each agency's responsibilities in the recovery process. BLM then develops management plans to accomplish the Bureau's portion of the recovery efforts. The Bureau also prepares management plans for T/E species that are not yet covered by a recovery plan and for selected proposed and candidate species. The base program includes support for implementing 59 of these management plans.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	13,711	14,311	+600
(FTE-T)	(274)	(285)	(+11)

An increase of $600,000 and 11 FTE is requested for FY 1987.

The increase in the T/E species program is in response to anticipated increased numbers of T/E species which will be listed by FWS and which have habitats on the public lands. A minimum of 60 additional species with habitat on public lands are expected to be listed by FY 1987, resulting in a need for BLM to obtain data and expertise to deal with many species of fish and plants that will account for most of the listings. These additional listings will require inventories and the identification of habitats along with developing cooperative plans outlining actions to recover the species.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) or Dec.(-)
Inventory (000 acres)	36,850	14,427	12,100	12,100	---
Monitoring (# plans)	654	703	722	722	---
HMP's written (#)	85	38	33	33	---
Projects developed (#)	1,003	739	780	780	---
Research and development projects (#)	15	15	15	15	---
T/E inventory (000 acres)	13,800	3,800	2,443	2,793	+350
T/E monitoring (# plans)	137	168	172	192	+20
T/E plans written (# w/BLM involvement)	36	15	17	22	+5
T/E plans implemented	81	34	59	74	+15

Distribution of change by object class

The object class detail for the proposed increase of $600,000 is as follows:

	FTE	$ Amount
Personnel compensation	11	$330,000
Personnel benefits		52,800
Travel and transportation of persons		20,000
Transportation of things		20,000
Supplies and materials		20,000
Lands and structures		157,200
Total		$600,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(Dollar amounts in thousands)

Program Elements		1985 Estimate	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
Cultural Resources Management	$	5,083	5,078	5,053	5,653	+575	+600
	(FTE-T)	(130)	(129)	(129)	(142)	(+13)	(+13)
Wilderness Management	$	6,519	6,574	6,554	8,254	+1,680	+1,700
	(FTE-T)	(98)	(96)	(96)	(131)	(+35)	(+35)
Recreation Resources Mgmt.	$	6,750	7,198	7,168	7,668	+470	+500
	(FTE-T)	(167)	(172)	(172)	(184)	(+12)	(+12)
Total Requirements	$	18,352	18,850	18,775	21,575	+2,725	+2,800
	(FTE-T)	(395)	(397)	(397)	(457)	(+60)	(+60)

Authorization

43 U.S.C. 1701 et seq. P.L. 94-579 — The Federal Land Policy and Management Act (FLPMA) of 1976 identifies recreation as a major use of public lands, and

- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;

43 U.S.C. 1711 - requires preparation and maintenance of an inventory of public land resources on a continuing basis;

43 U.S.C. 1712 - directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;

43 U.S.C. 1781 - provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and

43 U.S.C. 1782 - requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (section 603(a)).

16 U.S.C. 432 P.L. 59-209 — The Antiquities Act of 1906 provides protection of cultural resources on all Federal land and imposes penalties against those who excavate or appropriate these values without an antiquity permit.

16 U.S.C. 1271 P.L. 90-542	The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The National Trails System Act of 1968, as amended, establishes a national trails system which includes 20 trail segments under BLM's jurisdiction.
16 U.S.C. 1242 1243 P.L. 95-625	The National Parks and Recreation Act of 1978 establishes a number of national historic trails which cross public lands.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The King Range Act of 1970, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 et seq. P.L. 88-577	The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 established the continuing responsibility of the Federal Government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	Protection and Enhancement of the Cultural Environment directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.
16 U.S.C. 470 P.L. 89-665	The National Historic Preservation Act of 1966, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of approved actions on properties listed on or eligible for inclusion in the National Register of Historic Places.
16 U.S.C. 470aa, 470cc, and 470ee. P.L. 96-95	The Archaeological Resources Protection Act (ARPA) of 1979 requires permits for excavation of sites and removal of artifacts, provides protection of federally administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.
16 U.S.C. 3101 et seq.	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

30 U.S.C. 1201 et seq.

The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant damage could result to "important historic, cultural, scientific, and aesthetic values . . . "

CULTURAL RESOURCES MANAGEMENT

Objectives

- Process applications, issue FLPMA, Antiquity Act, and Archaeological Resources Protection Act (ARPA) permits to conduct archaeological, historic, and paleontological investigations on public lands, and monitor approved activities;
- Provide appropriate levels of inventory and evaluation for all priority Bureau planning efforts;
- Manage and protect the most valuable and most critically threatened cultural, natural history, and paleontological resources;
- Provide for the scientific and educational aspects of archaeological, natural history, and paleontological resources, including hobby collection and site management; and,
- Continue to develop cooperative agreements and volunteer programs for use in cultural resource, natural history, and paleontology inventory and protection efforts. Continue to develop and implement agreements with other Federal and State agencies and private entities.

Base program

Base funding for the cultural resources management program is $5,035,000 and 129 FTE. Program responsibilities include the management of cultural resources, natural history, and paleontological programs for Bureau administered lands and resources.

The program provides protection and management for more than half of all the cultural resources administered by the Federal Government. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers, to prevent or minimize unnecessary damage, and to accommodate appropriate uses of those resources by the scientific community and the general public.

An estimated one-half million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain some of the most valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological, paleontological, and geological importance.

Activity planning for cultural resources management involves developing management plans for areas of special cultural, natural, or paleontological significance and defining the most effective management for these areas. It also involves actual

designation of special areas, cooperative management agreements, and project plans following completion of the Bureau's land use planning. It is anticipated that 15 sites will be nominated during fiscal years 1986 and 1987. Designated paleontological and natural history resources on public lands now include 60 research natural areas (RNA's), all or parts of 42 national natural landmarks (NNL's), 1 experimental ecological reserve, and 1 international biosphere reserve. Nearly 200 potential RNA's and NNL's are awaiting evaluation, planning decisions, and/or formal establishment. The BLM is actively pursuing cooperative agreements as well as the use of volunteers to increase its management capabilities for cultural, natural history and paleontological resources.

The National Historic Preservation Act (NHPA) directs BLM to take into account the effects of Federal undertakings on archaeological and historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. The system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface features of sites. Proposed program regulations, developed in response to provisions included in 36 CFR 800.11, when final, will emphasize BLM's site evaluation system. These regulations will allow BLM to categorize sites by their management, interpretative, or scientific values, rather than the general criteria designed for the National Register of Historic Places.

In related areas, efforts continue to upgrade the quality of the cultural resources and paleontological programs' data bases for support of planning and project review and authorization. All BLM State offices have initiated programs to develop or upgrade existing information systems, largely through automated methods, to help define the location, extent, and sensitivity of sites on public lands. This effort is an important step in improving BLM's cultural resources management capabilities. Emphasis will also continue to be placed on collecting existing information on known paleontological sites. This is critical to determine management and protection needs.

The Bureau will continue its efforts to carry out ARPA, the Antiquities Act, and FLPMA by reviewing and issuing permits. While the number of permits issued for archaeological and historic work will probably remain constant at the base level, the number of projects, specific work authorizations, and monitoring needs will most likely increase to meet specific land use demands.

Approximately 455 permits will be issued in FY 1987 for cultural resource research and consultation work, 60 for paleontological research, and 70 for scientific and educational use of caves. Archaeological and historic work will be approved through the issuance of permits under section 302 of FLPMA for noncollection surveys and under ARPA for surveys where sites are excavated and materials collected. The scientific permitting workload of the Bureau's paleontology program is expected to increase slightly by FY 1987.

Over 85 percent of all cultural resource work currently approved under ARPA, the Antiquities Act, and FLPMA is conducted on BLM-administered lands. In FY 1985, the Bureau implemented a new program for issuing archaeological, historic, and paleontological permits to private companies and research institutions. Responsibility for reviewing applications, approving proposed work, and monitoring permit compliance now resides with BLM field offices under this new system. This program change allows BLM to work directly with researchers and contractors

undertaking cultural resource work in support of energy and land use initiatives. The Bureau is also required to provide for the management and collection of fossils as a legitimate recreational use as a result of increasing interest in these resources. Therefore, hobby collection of fossils by the public will require some
control and surveillance to ensure that scientifically significant fossils are not removed or vandalized and that resources are not depleted by overzealous use.

For sites in need of a substantial, long-term protection effort, a specific management plan is often developed addressing the nature of the resource, scope of the problem(s), and proposed management solutions. Activity plans discuss a variety of protection actions that can be pursued, such as installation of signs and interpretative displays, stabilization of decaying ruins, or the erection of physical barriers to prevent further destruction. However, many sites are in need of small scale, interim measures designed to prevent imminent destruction resulting from natural or man-made factors. These measures are short-term in nature and not usually covered by an approved plan. In these cases, emphasis is placed on deterring site vandalism in an attempt to maintain the integrity of resources for further scientific study and public enjoyment.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for RNA's, experimental ecological reserves, NNL's, and biosphere reserves. To avoid duplicative efforts and to ensure that investments are made only in the most scientifically valuable natural areas and paleontological resources, these activities are coordinated with State natural area programs, the Nature Conservancy, State natural heritage programs, the U.S. Geological Survey, State survey offices, and universities and museums. The Bureau has also supported a National Academy of Sciences 2-year study in FY 1985 and 1986 on paleontology to investigate threats to scientifically significant fossils and develope criteria to be used in mitigating impacts.

A major problem in cultural resources management continues to stem from the growing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During FY 1985, the Bureau documented over 100 cases where pothunters had deliberately damaged cultural sites on public lands to obtain artifacts for either profit or private collections. During the past two years, vandalism to important Anasazi sites located in southeastern Utah and southwestern Colorado has escalated sharply. BLM has increased its program support of law enforcement activities and site monitoring in these and other areas in an attempt to curtail this dramatic rise in site destruction. In several States, BLM has recently developed programs aimed at increasing public awareness of the serious impacts on our Nation's cultural heritage resulting from illegal site disturbance and removal of artifacts.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	5,053	5,653	+600
(FTE-T)	(129)	(142)	(+13)

About $300,000 of the proposed increase will be used for management and operation of the Bureau's Anasazi Heritage Center in Colorado, which is scheduled for completion in FY 1986.

The remaining $300,000 will be used for stabilization and protection of 12 projects and for completion of 10 activity plans and one plan amendment. Protection projects will include stabilization of historic sites along the Upper Missouri River in Montana, protection of Fossil Forest in New Mexico, maintenance of sites at Red Cliffs and Mule Canyon in Utah, the Pistone Rock Art Site in Nevada, and others. A portion of the increase will also be used to manage and expand the use of volunteers and the development of cooperative agreements, this will expand BLM's management capability for cultural, paleontological, and natural history resources.

The reduction of 434,000 acres of inventory represents a reduction in nonproject specific inventory such as data encoding work and literature searches. This inventory reduction will essentially offset the cost of three additional activity plans.

The following is a comparison of planned workloads from FY 1985 through the FY 1987 Estimate level:

Program Elements	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	4,373	8,128	8,128	7,694	-434
Research and Development	1	1	1	1	---
Plan Amendments	3	1	1	2	+ 1
Environmental Statements	---	---	---	---	---
Activity Planning	67	72	72	85	+ 13
Permits	560	585	585	585	---
Resource Stabilization/ Protection (# protected)	103	146	146	158	+ 12

Distribution of change by object class

The object class distribution for the increase is as follows:

	FTE	Amount
Personnel compensation	13	$390,000
Personnel benefits		58,000
Travel and transportation of persons		30,000
Transportation of things		10,000
Printing and reproduction		5,000
Other services		92,000
Supplies and materials		15,000
Total		$600,000

WILDERNESS MANAGEMENT

Objectives

- Prepare activity plans and manage wilderness areas designated by Congress in accordance with established regulations and guidance.
- Conduct interim management on wilderness study areas pending completion of wilderness environmental impact statements (EIS's)/wilderness study reports (WSR's), suitability recommendations, and congressional action;
- Continue progress on the accelerated planning-EIS schedule by completing wilderness study reports and wilderness environmental impact statements.
- Coordinate with the U.S. Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of the wilderness program. All new starts will be made on preliminary suitable wilderness study areas.
- Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

Base program

Funding for the wilderness management program is $6,554,000 and 96 FTE at the base level.

The wilderness review program consists of several processes by which wilderness or potential wilderness is identified, studied, protected, and managed. Portions of the program have been completed or are nearing completion, while others are expanding as the wilderness review process matures. A description of the main components of the wilderness management program is provided below.

Inventory

Wilderness inventory in the western States (excluding Alaska) was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 785 separate tracts were identified as wilderness study areas. A comprehensive list of wilderness study areas was published in the Federal Register on December 27, 1983 (48 FR 57060). Some wilderness inventory results were appealed to the Interior Board of Land Appeals (IBLA) by members of the public. Most of these appeals were decided by the IBLA by the end of 1982. Some areas deleted from wilderness study by this process are being considered for other protective designations.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 on approximately 4.5 million acres in the Central Arctic Management Area. A cursory inventory was completed in FY 1982.

Study (Plan Amendments, Environmental Impact Statements (EIS's))

About 50 percent of the 23.4 million acres of land under wilderness review are expected to have final wilderness EIS's filed by FY 1987. An additional 1.6 million acres of WSA's which were reinstated into the study process by the Sierra Club v. Watt litigation will require plan amendments and wilderness EIS's. Areas found to have wilderness characteristics are studied to evaluate all potential resource values and uses. On the basis of these studies, BLM will develop recommendations for the Secretary on the suitability or nonsuitability of each WSA for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Appropriate environmental impact statements and wilderness study reports are developed, reviewed, and transmitted for approval and decision.

Scheduling of wilderness studies is a major public concern, chiefly because the lands remain under interim management constraints during the study period. About 95 percent of the acreage will have been studied by the end of FY 1989, two years ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies should allow expeditious release of "nonsuitable" lands from interim management constraints, assuming prompt Congressional approval of release and/or designation recommendations.

Wilderness study areas are being evaluated in detail to determine whether they are suitable for preservation as wilderness areas or should be released for nonwilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains planning criteria being used for recommendations on the suitabililty or nonsuitability of wilderness study areas for wilderness designation.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage any lands under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values, maintain valid existing rights, and allow "grandfathered" mining, mineral leasing, and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded.

On April 6, 1981, the BLM Director revised the IMP to recognize all mineral leases issued prior to approval of FLPMA as having valid existing rights, thus making them eligible for full development consistent with the rights conveyed, despite the wilderness study status of the lands involved. This change was published in the Federal Register on July 12, 1981 (48 FR 31854). In December 1982, the Secretary directed that there be no mineral leasing or permitting in BLM wilderness study areas until action is taken on their status but continuing to recognize existing rights.

Wilderness Management/Wilderness Area Management Planning

Management of BLM-administered lands designated by Congress as wilderness will be guided by the regulatory procedures for management for designated wilderness areas, published in the Federal Register on February 25, 1985. The final rule-making became effective on March 25, 1985, and is codified at 43 CFR 8560. Wilderness area management plans will be developed on an interdisciplinary basis for designated wilderness areas. These plans will provide the most effective level of management for each area.

Twenty-three units of public lands administered by BLM and the Forest Service have been designated as wilderness. Four of these units are contiguous to national forest lands designated as wilderness, and administration of three of these wilderness areas was assigned to the Forest Service (FS) by Congress. The 23 units are listed in the following table:

State	Wilderness Name	Year Designated	Public Law No.	Administering Agency	Acres
Arizona	Aravaipa Canyon	1984	98-406	BLM	6,670
	Cottonwood Point	1984	98-406	BLM	6,500
	Grand Wash Cliffs	1984	98-406	BLM	36,300
	Kanab Creek	1984	98-406	BLM	8,850
	Mt. Logan	1984	98-406	BLM	14,600
	Mt. Trumbull	1984	98-406	BLM	7,900
	Paiute	1984	98-406	BLM	84,700
Arizona/ Utah	Paria Canyon Vermillion Cliffs	1984	98-406	BLM	110,000
	Beaver Dam Mountains	1984	98-406	BLM	19,600
California	Santa Lucia	1978	95-237	FS	1,733
	Ishi	1984	98-425	BLM	240
	Machesua Mountain	1984	98-425	BLM	120
	Trinity Alps	1984	98-425	BLM	4,623
	Yolla Bolly-Middle Eel	1984	98-425	BLM	8,500
Idaho	River of No Return	1980	96-312	FS	720
Montana	Bear Trap Canyon (Part of Lee Metcalf Wilderness)	1983	98-140	BLM	6,000
New Mexico	Bisti	1984	98-603	BLM	3,968
	De-na-zin	1984	98-603	BLM	23,872
Oregon	Hells Canyon	1984	98-328	BLM	1,038
	Oregon Islands	1978	95-450	BLM	5
	Table Rock	1984	98-328	BLM	5,500
	Wild Rogue	1978	95-237	FS	10,160
Washington	Juniper Dunes	1984	98-339	BLM	7,140
Total					368,739

It is anticipated that an additional 25 areas will be designated by Congress as wilderness by FY 1987, bringing the total number of wilderness areas to 48. The actual number of areas designated is dependent on Congressional action.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the Bureau rehabilitates damages in wilderness. These damages may have been the result of unauthorized activities within the wilderness area including mining, off-road vehicle use, unauthorized road construction and others. Some of the activities may have occurred prior to inclusion of an area within the wilderness review process. Other activities may have been conducted after an area was included in the study process and discovered through interim management.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	6,554	8,254	+1,700
(FTE-T)	(96)	(131)	(+35)

About $1,500,000 of the proposed increase will be used to implement the Court decision in the Sierra Club v. Watt litigation. As a result of this decision, split estate lands previously deleted from wilderness study by former Secretary Watt's December 1982 decision have been restored to the status of wilderness study area (WSA) and will be included in BLM's wilderness review process. It is anticipated that 33 plan amendments (wilderness study reports) and 33 EIS's will be required for all 296 WSA's covered by the decision. The proposed increase will provide for completion and filing of about 11 draft EIS's and plan amendments in FY 1987. The Bureau plans to complete and file 28 FEIS's in FY 1988, and the remaining 5 will be filed in FY 1989.

Approximately $190,000 will be directed to interim management to increase aerial surveillance of WSA's. BLM is committed to surveillance of each WSA once a month (subject to accessibility). Increased use of aircraft surveillance is necessary for the Bureau to meet this interim management goal.

The following workload table compares planning accomplishments at the FY 1987 Base and Estimate level:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base and Estimate	Inc.(+) Dec.(-) from 1986
Inventory (000 acres)	40	---	---	---
Plan Amendments (#)	22	37	14 1/	-23
Environmental Impact Statements (#)	24	31	15 1/	-16
Interim Management (000's acres)	24,822	24,792	24,072	-720
Wilderness Area Management Plans (#)	6	15	11	-4
Wilderness Area Mgmt. (# of areas)	23	24	48	+24
Resource Protection Rehabilitation Projects (#)	8	12	60	+48

1/ Final EIS's and plan amendments are projected to be completed and filed in FY 1988 and FY 1989. Accomplishments associated with the decision in the Sierra Club v. Watt litigation will be reported in the outyears.

The FY 1987 program reflects the transition from the study phase of the program (involving the preparation of EIS's and study reports) to the management phase for wilderness areas designated by Congress. With the exception of the funding requested to complete study reports and EIS's associated with the Sierra Club v. Watt decision, funding within the program is shifting from the study phase to the increasing requirements of wilderness area management. The program also continues the commitment to interim management and protection of areas still under review for wilderness designation.

Distribution of change by object class

The object class detail for the proposed increase of $1,700,000 is as follows:

	FTE	Amount
Personnel compensation	35	$ 990,000
Personnel benefits		149,000
Travel and transportation of persons		60,000
Transportation of things		60,000
Communications, utilities, and other rent		50,000
Printing and reproduction		50,000
Other services		300,000
Supplies and materials		30,000
Equipment		11,000
Total		$1,700,000

RECREATION RESOURCES MANAGEMENT

Objectives

- Provide management and visitor assistance in 25 of the Bureau's intensively used and nationally significant special recreation management areas;

- Improve resource protection by continuing the program of assigning BLM rangers (with law enforcement authority) to the California Desert Conservation Area (CA), King Range National Conservation Area (CA), Lower Colorado River (AZ), Birds of Prey Area (ID), Red Rock Canyon Recreation Lands (NV), Rio Grande Wild and Scenic River (NM), Fort Meade Recreation Area (SD), Rogue Wild and Scenic River (OR), and the Grand Gulch Area (UT);

- Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the public lands;

- Place increased reliance on volunteer efforts, contributed funds and cooperative management agreements to achieve planned recreation management objectives; and

- Develop cooperative management agreements, prepare a requisite number of recreation area management plans and interagency planning efforts in high priority, intensively used areas with Congressional or administrative designations or otherwise of national significance, and continue ORV designations and implementation plans for all public lands.

Base program

Base funding for the recreation resources management program is $7,168,000 and 172 FTE. Public demand for recreational use of Federal lands has been rising, and this trend is expected to continue through FY 1987. In FY 1984, there were over 27 million visits to Bureau-administered lands (excluding western Oregon) which totaled over 210 million visitor hours of public land recreational use. The Bureau also administered more than 300 recreation sites (33,600 acres) which provided approximately 12,000 family picnic and camping units. In that year collections for permit areas, concessions, and fee sites totaled over $727,000. Beginning in FY 1984, the Bureau is reporting only visitation associated with special recreation management areas and not all public lands (due to the difficulty and unreliability of reporting extensive area use).

Recreation resources are inventoried through the Bureau's planning process. The Bureau plans for outdoor recreation in response to issues, concerns, and problems identified in the resource management planning process. The Bureau uses the recreation opportunity spectrum (ROS) to inventory recreational resources. This system provides a uniform framework for inventory and analysis of recreation resources and uses through all phases of planning. The ROS provides for the identification of recreation opportunities, settings, and activities while also recognizing that the public land users differ in their needs and the experiences they desire. In this context, the Bureau identifies, inventories, and evaluates public recreation needs and recreation resources on the public lands to determine the allocation of resources for recreation and the extent of required services and management.

On an infrequent basis, plans such as recreation area management plans and resource management plans need to be updated. These efforts generally parallel the original planning effort in terms of public involvement and areas of concern, but in most cases would not be as major an undertaking as the original plan.

All planning and permitting efforts undergo an environmental assessment to determine the environmental impacts of an activity or activity plan. However, environmental impact statements are only required for activity planning or for permits where the potential for significant impacts exists.

Activity planning is the generic name which includes recreation area management planning, ORV designation work, interagency planning and coordination, and development of major cooperative management and volunteer agreements. The base program allocates funding to the most essential of these planning efforts.

Many unique public land recreation opportunities are made available to the public through the issuance of permits to (1) private individuals, (2) commercial operators, (3) organizers of competitive events, and (4) promoters of large ORV events. This is an essential Bureau function because the accompanying monitoring and compliance provide the Bureau's main capability to control use and aid resource protection in many areas. The public is also well served through the permitting of commercial operators; otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many public land recreation opportunities.

Commercial recreation use and competitive events on the public lands also have important economic implications for communities and private industry. They generate significant economic returns for communities and regions, especially around major Western rivers and in the California Desert and southern Nevada. Outfitters and guides alone contribute $50-60 million annually to the economy of many western States, with a major segment of this value being derived from recreational activities involving BLM-administered lands. Issuance of permits also provides a monetary return to the Government.

On the bulk of the public lands, the Bureau only needs to facilitate those extensive recreation uses such as hunting, fishing, rockhounding, four-wheeling, camping and other back-country activities through the provision of maps and information on the availability of these recreation opportunities and through issuing permits for commercial recreation and tourism operations.

The Bureau focuses most of its recreation management on about 5 percent of the public lands (150 individual sites) where more intensive recreational use requires Bureau involvement through direct supervision of recreational use activities. This phase of the program includes management of 14 national wild and scenic rivers; 340 outstanding natural areas; 20 designated recreational, historic, and scenic trails; the White Mountains National Recreation Area (Alaska); the East Mojave National Scenic Area; and major portions of the California Desert and King Range (California), and Steese (Alaska) National Conservation Areas. Other intensively used areas include whitewater rivers, recreational lands and designated ORV areas.

An important component of the program involves providing an on-the-ground management presence in the nationally significant recreation management areas. The base program provides for rangers and visitor service specialists in the California Desert; rangers in other selected areas of California, Arizona, Nevada, Utah, Idaho, Oregon, New Mexico, and Montana (South Dakota); and seasonal visitor management specialists in other more intensively used recreation management areas. In the States cited above, BLM rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence or resource-trained personnel in these areas. Special areas need BLM rangers trained in law enforcement and use supervision to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass and enclosure problems and to promote user safety.

In addition, other areas (e.g., Lower Colorado River, Arizona; Red Rock Canyon Area, Nevada; Boise Front and Birds of Prey Areas, Idaho; Rogue River Area, Oregon; Little Sahara Sand Dunes; and Grand Gulch Area, Utah) need off-road vehicle control and management; two areas (Rio Grande River, New Mexico; and Grand Gulch Area, Utah) require patrols to prevent illegal activities and to protect significant archaeological sites; four areas (King Range Area, California; Birds of Prey Area, Idaho; Rogue River Area, Oregon; and Red Rock Canyon Area, Nevada) have natural wild and scenic or primitive characteristics requiring protection from unauthorized uses.

Resource protection is a component of the program that prevents degradation or damage to resources from recreation oriented activities. A major share of BLM recreation resource protection projects involve off-road vehicle use and include the installation of barriers, fences, and interpretative or restrictive signs. In addition, resource protection includes mitigation of adverse impacts from nonrecreation activities through stipulations in leases and permits.

Where sites and activities are more significant on a local rather than a national basis, the Bureau will continue efforts to evaluate and seek shared management responsibility, transfer, or termination of its role in providing such facilities or services. The Bureau will also continue to actively encourage voluntary contributions of money, material, labor and other expertise to aid recreation management and maintenance of public lands. In the past, many conservation organizations, conservation and recreation groups, and public service organiza- tions have assisted through a variety of volunteer efforts and cooperative arrangements in sharing management responsibility. The volunteer program in the BLM has grown from 2,044 volunteers contributing 82 workyears and $995,000 of work value in 1982 to 3,581 volunteers contributing 142 workyears and $1,861,000 of work value in 1984. Approximately 30 percent of these volunteer benefits relate to the recreation resources management program.

In an effort to expand joint efforts of this nature, BLM has provided direction to field offices for recreation management efforts in the cooperative management agreement (CMA) program. This supplements existing cooperative efforts by encouraging specific written agreements outlining management, improvement, or project development in specific areas. Examples of CMA's and use of volunteers in recreation resources management include the agreement with the National Speleological Society and the Cave Management Research Foundation to provide for cave management assistance on a nationwide basis and the agreement between the Bureau and the Friends of Red Rock Canyon to provide assistance in managing the Red Rock Canyon Visitor Center and interpretative programs.

Included in the estimate is $21,000 for the Bureau's contribution to the support of the President's Commission on American Outdoors.

Increase from 1987 Base

(Dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	7,168	7,668	+500
(FTE-T)	(172)	(184)	(+12)

A major portion of the increase will be used to increase visitor services by nearly 130 percent above the FY 1987 base (+2,107 eight-hour patrol units 1/), including continued expansion of the law enforcement rangers program outside the California Desert Conservation Area. This additional use supervision will provide added management capability in areas with a high level of recreation use and/or which have been congressionally designated because of their national significance. Such areas include: Yaquina Head Outstanding Natural Area, Oregon; White Mountains National Recreation Area, Alaska; Upper Missouri Wild and Scenic River, Montana; the Rio Grande WSR, New Mexico; Owyhee River, WSR, Oregon; and others.

Part of this increase will include the management of volunteers and the development of cooperative management agreements. In this context, BLM will also seek opportunities to have State and local governments, as well as the private sector, cooperate with the Bureau to manage the recreation use on those recreational areas and sites which largely benefit local communities or users.

Additional emphasis will also be placed on protection of sensitive or threatened resources at the FY 1987 Estimate level. An additional 48 resource protection projects will be completed in such areas as the Lower Colorado River Special Recreation Management Area, Arizona; King Range National Conservation Area, California; the Little Sahara Recreation Area, Utah; and others.

Planning provides the basis for long-term protection and management which results in more efficient use of funds and manpower. An additional 16 activity plans will be completed at the FY 1987 Estimate level. Many of these plans have been started in previous years and will be completed in FY 1987. Activity plans are expected to be completed for such areas as Beaver Creek and Birch Creek in Alaska; Lower Colorado River in Arizona; Pacific Crest Trail and Imperial Sand Dunes in California; Sleeping Giant Mountain in Montana; and the Worland Caves in Wyoming.

A small increase in recreation use permitting activity and related compliance efforts will enable the Bureau to be more responsive to increasing recreational demands being placed on public lands.

The following is a comparison of planned workload from FY 1985 through the FY 1987 Estimate level.

1/ Eight-Hour Patrol Unit - Each 8 hours of a patrol constitutes a reportable patrol unit.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from Base
Inventory (000 acres)	8,038	3,559	3,559	3,559	---
Plan Amendments (#)	3	2	2	4	+2
Environmental Impact Statements (#)	1	5	5	3	-2
Activity Plans (#)	105	78	78	94	+16
Permits (# issued)	6,600	6,326	6,326	6,676	+350
Visitor Services (8-hour Patrol Units)	6,776	7,212	7,212	9,319	+2,107
Resource Protection Projects (#)	213	230	230	278	+48

Distribution of change by object class

The object class detail for the increase of $500,000 is as follows:

	FTE	Amount
Personnel compensation	12	$360,000
Personnel benefits		54,000
Travel and transportation of persons		20,000
Transportation of things		20,000
Other services		20,000
Supplies and materials		26,000
Total		$500,000

Justification of Program and Performance

Activity:	Renewable Resources Management
Subactivity:	Fire Management

(Dollar amounts in thousands)

	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
$	7,340	8,877	8,301	8,847	-30	+546
(FTE-T)	(141)	(145)	(145)	(145)	(---)	(---)

Authorization

43 U.S.C. 1748 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for mutual aid in fire protection.
42 U.S.C. 1856	The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

Objectives

The Normal Fire Year Plan (NFYP) presents program objectives and resource requirements for both the fire management and the firefighting and rehabilitation programs to implement wildland fire protection and emergency presuppression actions by the Bureau. The following objectives are reflected in the NFYP:

- Provide the optimum mix of trained personnel, logistical support, and communication systems in order to minimize the overall cost of wildfire in dollars, resources, and lives lost by:
  - reducing the number of fires that burn more than 10 acres from an annual average of 375 to 200 in order to stay within the 380,000 acre maximum average loss that can be sustained without disrupting resource utilization and management;
  - preventing an increase in the number and intensity of person-caused fires;
  - providing mutual assistance to other Federal and State agencies when wildland fires escape their initial control efforts;
  - cooperating with other fire agencies to develop mutually-beneficial fire management systems;
  - detecting potential lightning fire areas and disseminating the information to over 50 field office locations to expedite fire suppression force deployment -- forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;

- training and deploying a total of 91 smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and in the Great Basin in order to move firefighters to remote fires before the fires reach 10 acres in size;

- having approximately 350 fire engines and engine crews, 19 airtankers, 33 helicopters and helitack crews, and approximately 2,000 seasonal firefighters trained, equipped and deployed during the SOF period to initially attack the annual average of 2,960 fires that occur throughout Alaska and the Western United States; and

- developing a two-fold prevention program to reduce the number of person-caused fires and person-caused disaster fires on BLM-administered lands by 10 percent annually.

o Provide technical guidance for fire's use as a management tool to enhance or obtain resource management objectives.

Base program

The Base program level for FY 1987 in the fire management program is $8,301,000 and 145 FTE.

BLM's fire program is divided into two broad categories. The fire management subactivity provides program management, equipment, and information and is consistent from year-to-year. The other category is "firefighting and rehabilitation" which covers the fire presuppression, firefighting, and rehabilitation expenditures that depend on the actual occurrence and severity of fires during the fire season and varies from year to year.

The fire management program shares the basic BLM purpose of protecting and enhancing the natural resources of the public lands to preserve their capability to meet the resource requirements of the Nation. Specifically, BLM is responsible for protecting property and natural resources on 300 million acres of public land managed by BLM and certain other agencies from the destructive effects of wildfire, and for managing the fire use program ("prescribed burning") to ensure that resource objectives are met and that the fire is controlled and conducted safely.

BLM carries out its responsibilities on lands administered by BLM and other Federal, State, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies covering approximately 6 million acres.

BLM also operates a large fire support center at Boise, Idaho, in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and the local agency requests assistance. Also housed at BIFC is the national fire radio cache and the BLM fire training development center.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had revised its priorities and had begun to increase its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System (IAMS) is now projected for the late 1980's.

The priority accomplishments planned at the Base funding level are as follows:

- Fire forces will be trained, equipped and dispatched for planned suppression of the annual average of 2,960 fires;
- BLM will operate and maintain its share of the BIFC programs in fire preparedness, logistical support, training and communications;
- BLM will provide its pro-rated share of base program costs for the Alaska Fire Service (AFS);
- The base program funding level for the Alaska Fire Service will be resolved (see AFP program section below);
- Phase II of the three-phase IAMS will be implemented (see IAMS section below); and
- Operation and maintenance for Phases I and II of the IAMS will be provided (see IAMS section below).

Alaska Fire Program (AFP)

The Alaska fire program base needs have remained at about $1,700,000 since FY 1979. In FY 1983, the Bureau's allocation to Alaska was reduced to $1,000,000 as the State of Alaska provided $700,000 through a cooperative protection agreement. As a result, the Alaska fire program base was maintained to provide organization capability to fight fires. Effective in FY 1986, State of Alaska funding will no longer be available in the base program.

BLM provides fire protection by Secretarial order to all Department of the Interior lands in Alaska and to applicable Native lands transferred under the Native Claims Settlement Act. This amounts to 197 million acres. As a result of the withdrawal of State of Alaska funding, BLM's reduced funding to cover the base program will severely reduce protection capability. This Budget Justification is predicated on the earlier policy decision to seek reimbursement of base funding from sister bureaus. Funding to cover the base program for the Alaska Fire Service is planned at $1,500,000 which includes organizational realignments/savings, yet maintains fire protection capabilities. Funding would be derived as follows from the bureaus of the Department.

Bureau of Land Management	$1,000,000
Fish and Wildlife Service	340,000
National Park Service	150,000
Bureau of Indian Affairs	10,000
Total	$1,500,000

Initial Attack Management System (IAMS)

The Bureau's base program provides funding for the completion of Phase II IAMS ($800,000), which will only be partially completed and implemented in FY 1986. The $800,000 will be used to complete procurement, testing, installation of 53 Level I RAWS stations in field locations, and completion of 35 million acres of fuels mapping. Operations and maintenance costs for the comlete IAMS system is estimated to be approximately $1,341,000. The Bureau plans to use $600,000 to provide for expected operation and maintenance of Phase I and II components. The operation and maintenance costs include replacement of subcomponent parts and sensors for the automatic lightning detection systems (ALDS), remote automatic weather stations (RAWS), the central computer/field located graphic terminals, routine inspections and calibration, data line transmission/ communications (telecomunication costs), and central computer system operations at Boise, Idaho.

A major portion of Phase I and Phase II development and implementation funding was used for certain set-up and operation costs of the system to pay for initial data line transmission cost of the RAWS system and the central computer system. IAMS system planning began in FY 1981; with Phase I being complete by FY 1984 ad Phase II planned for completion in FY 1986 and 87; and until now limited funds have been needed and provided for operation and maintenance. The operation and maintenance costs are being phased into the FY 1987 base budget as implementation costs to complete Phase II and II IAMS.

Increase from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
$	8,301	8,847	+546
(FTE-T)	(145)	(145)	---

An increase of $546,000 from the 1987 Base is necessary for the operation and maintenace for Phase I and Phase II IAMS and would be used as follows:

- Routine testing and calibration and operation of the Phase I and Phase II IAMS system; ALDS's, RAWS, and central computer/field located graphic terminals.
- Routing replacement and maintenance of subcomponents on 28 ALDS, 106 Level I RAWS; and central computer/22 graphic terminals.
- Management and maintenance of centeral computer/terminal -- software an models.
- Data transmission costs (telecommuncations) both ground line and satellite costs for ALDS lightning data and RAWS weather data to central computer and to field located graphic terminals for use.

Schedule of Costs for IAMS

$000

	Actual		Estimated by Year		
	FY 1983	FY 1985	FY 1986	FY 1987	Outyears
Development & Implementation					
Phase I ($1,950)	1,950	---	---	---	---
Phase II ($2,200)	---		1,400	800	---
Phase III ($2,495)	---	---	---	---	2,495
Annualized Suppression Cost Savings	---	540	540	2,000	5,000
Annualized Operation & Maintenance Costs ($1,341)	---	---	---	600	1,341

Distribution of change by object class

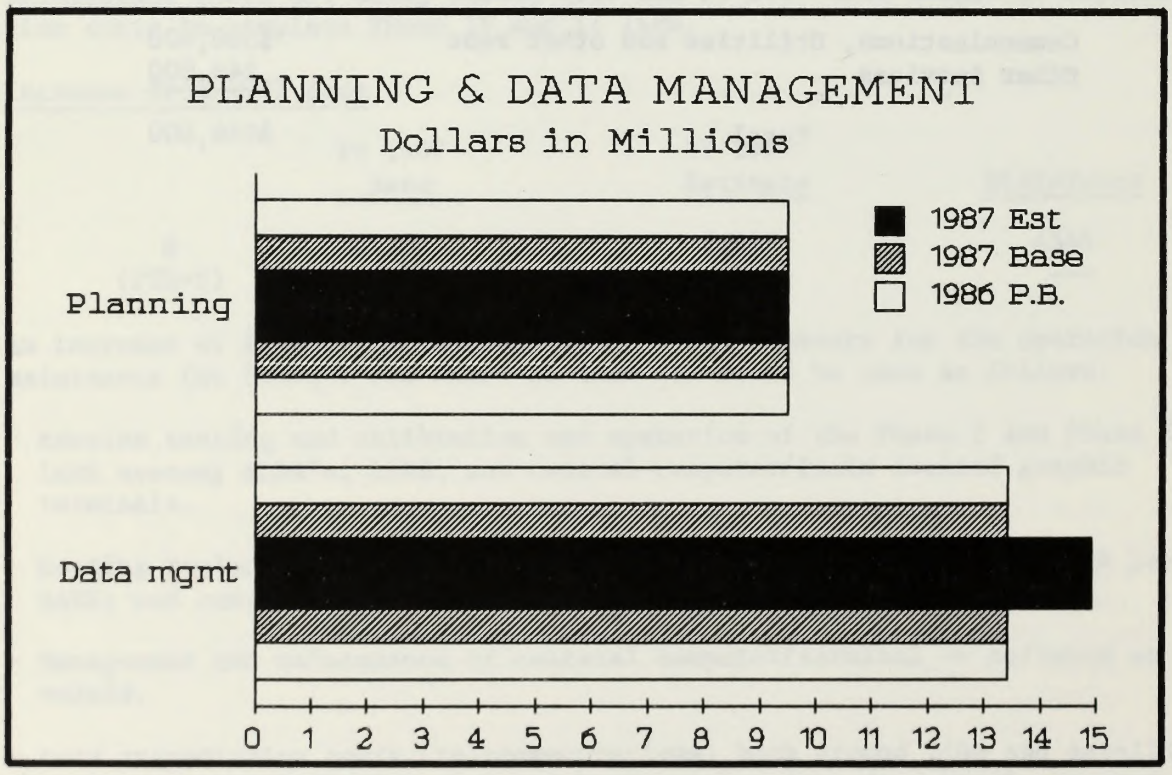
The object class detail of the proposed increase of $546,000 is as follows:

Communications, Utilities and other rent	$300,000
Other Services	246,000
Total	$546,000

Activity Summary

Activity: Planning and Data Management

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Planning	9,282	9,510	9,470	9,470	---
Data Management	13,463	13,428	13,388	14,888	+1,500
Total Requirements	22,745	22,938	22,858	24,358	+1,500



Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

	1985 Estimate	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	9,282	9,510	9,470	9,470	-40	---
(FTE-T)	(235)	(235)	(235)	(235)	(---)	(---)

Authorization

43 U.S.C. 1711, 1712
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires planning for multiple-use management of the public lands.

42 U.S.C. 4321 et seq.
P.L. 91-190

The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

The BLM land-use planning program seeks to improve resource management decisions on the public lands through a rational process which promotes multiple use and sustained yield, and serves the needs of all public land users by:

- Improving BLM's ability to systematically identify and assess changing resource conditions and emerging public land uses,
- Enhancing the ability of line management to resolve resource and land use issues affecting the public lands,
- Promoting participation, coordination and consistency with the plans of other Federal agencies and state, local and tribal governments,
- Increasing public understanding of BLM's responsibilities and activities, and facilitating public participation in public land management, and
- Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

Base Program

The FY 1987 Base level for the planning subactivity is $9,470,000 and 235 FTE. This level provides for the preparation, approval and revision of resource management plans (RMPs), as well as other activities (e.g. plan maintenance, monitoring and evaluation) necessary to achieve the objectives of the planning program. To meet these objectives, BLM planning activities have focused on the preparation of new RMPs and the maintenance and amendment of existing plans.

Resource management planning activities are guided by the provisions of the BLM planning regulations at 43 CFR Part 1600, as amended in July 1983. The provisions of the planning regulations, initially published in 1979, incorporate the land use planning requirements of FLPMA. Specific analytical, consultation and similar planning related requirements of other applicable laws and regulations are also addressed in the planning regulations. This includes the CEQ regulations implementing NEPA. All RMPs and associated EISs, amendments to existing plans, plan revision, plan maintenance and plan monitoring and evaluation activities are accomplished in compliance with the regulations and the BLM Manual.

A mix of RMPs and Management Framework Plans (MFP) comprise the existing base of BLM plans. That base covers approximately 80% of the public lands of the United States. The MFPs in the base were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple use and sustained yield and were developed with public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

RMPs in most cases are prepared for a BLM resource area (the Bureau's smallest administrative unit) which includes an average of about 1.1 million acres of public land. RMPs and MFPs set forth an allocation of resources among competing uses and prescribe appropriate multiple use management prescriptions. BLM management activities, including use authorizations, licenses and permits, etc, must take place in conformance with the decisions and associated terms and conditions of existing plans.

Furthermore, BLM plans must be consistent, and remain consistent, with the resource-related plans, programs and policies of other Federal agencies, state and local governments and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. Changes in circumstances, including the results of monitoring and evaluation, are addressed through the plan amendment process, or plan revision, if warranted.

New land use proposals, whether BLM or non-BLM in origin, which do not conform with existing plans, are considered through the plan amendment process and its attendant procedural and documentation requirements. New planning related data must be periodically and systematically posted to existing plans to maintain their usefulness and to extend plan life.

Planning activities based on existing statutory and regulatory requirements fall within three general categories and include the inter-related actions described below:

- o Preplanning:

  Advanced preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

- o Plan Preparation:

  Execution of the 9 prescribed action steps (listed in the 43 CFR 1600 regulations) including the following: scoping, inventory, situation analysis, formulation an assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

- o Plan monitoring and maintenance:

  - Determining the conformance of proposed actions to existing plan decisions, and the need for amendments.

  - Monitoring and evaluating approved plans to determine plan effectiveness and success of implementation progress and the need to schedule plan revisions.

  - Maintenance of plans to assure their continued utility and effectiveness.

  - Coordinating management actions and assuring consistency with other Federal agencies, and local, State and tribal governments.

  - Ensuring NEPA compliance of the subsequent and more detailed plans or actions and activities that are taken as a result of the plans.

Prior to FY 1985, planning activity concentrated on the preparation of new RMPs to fulfill various mandated planning schedules (such as wilderness and grazing). Beginning in FY 1986, more emphasis was placed on monitoring, maintenance and amendments. This shift in the emphasis of the planning program from new RMP preparation to plan monitoring and maintenance reflects progress on scheduled mandates and a growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current and useful.

This shift is reflected in the new workload measures shown in FY 1987, which capture the units related to plan monitoring and maintenance. In FY 1987 the BLM expects to have more of a balance between new RMP starts, based on mandated schedule requirements and the need to replace outmoded MFPs and monitoring and maintenance needs. Plan monitoring and maintenance programs increase to reflect the fact that the backlog of high priority RMPs has been eliminated. It is anticipated that the level of effort required for new RMP starts will be only slightly above what is needed for a relatively stable funding level in the out-years.

At the FY 1987 base level, there will be 14 preplanning efforts completed (some of these will result in decisions to do plan amendments which are funded by the action-forcing benefiting activity, not the planning subactivity; and some will result in a decision to do an RMP); and 20 ongoing RMPs completed. 103 plans will be monitored, and 170 plans will be maintained as described above. A significant effort will be expended in the areas of planning coordination (state and local, other Federal agencies, etc.) required by FLPMA and environmental coordination as required by NEPA.

Workload Measure *	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Resource Mgmt. Plans (# completed)	21	15	20	20	---
Preplanning (#)	14	14	14	14	---
Plans Monitored (#)	100	103	103	103	---

* Units adjusted to make all years comparable using new workload measures.

Activity: Planning and Data Management
Subactivity: Data Management

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Total Requirements	$	13,463	13,428	13,388	14,888	+1,460	+1,500
	(FTE-T)	(232)	(225)	(225)	(240)	(+15)	(+15)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of data management are as follows:

- Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Land and Mineral Record System (ALMRS);
- Continue the BLM ADP/Data Communications Equipment Modernization Project (ADEMP). (This study, which will be completed in FY 1987, will determine what equipment is needed to provide cost-effective and efficient data management support to Bureau programs during the 1980's and 1990's.);
- Explore other methods for making data management operations more cost-efficient;
- Provide appropriate ADP systems and programs to meet Bureau data management priorities;
- Process data using established remote sensing techniques in support of BLM field operations requirements; and
- Develop geographic information technology in support of BLM energy and renewable resource program requirements.

Base program

The FY 1987 Base funding level for the data management subactivity is $13,388,000 and 225 FTE. The program involves ADP systems development, computer operations, system and hardware maintenance, data telecommunications, and geographic information technology to support BLM natural resource programs and administrative systems requirements.

Automated Data Processing (ADP)

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the public lands. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars as well as providing support to make administrative and management activities more efficient.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management decisions. Examples of such systems are the Automated Coal Lease Data System (ACLDS), Lease Management System (LMS), and the Oil and Gas Inventory and Inspection System (OGLIIS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Range Management Automated System (RMAS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation and maintenance of ADP equipment;

2. Development, testing, and implementation of new ADP systems;

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment equipment in Bureau field offices, and operation and maintenance of central site hardware configurations and State office minicomputers;

4. Screening and control of new system proposals to ensure that proposals support Bureau missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and

5. Technical assistance to system users.

In developing new systems or improving old ones, BLM employs a carefully structured and controlled process to define user requirements, guide systems design and development, and implement, operate and maintain automated systems. During the definition of user requirements, decisions are made concerning the application of ADP versus other forms of information management, e.g., manual record systems, microfiche, etc. Because data management is still a new and expanding technological field, there is considerable management work done on developing policies, plans, standards, procedures, and guidance to the field

offices. Part of this management is in support of Departmental efforts to develop coordinated ADP applications.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC) to serve all of the Bureau's needs. A Honeywell 66/80 mainframe computer was acquired in 1978 and upgraded to a DPS-8 in FY 1982-1983. Most administrative and natural resource ADP systems are run on this equipment. However, as the state-of-the-art in ADP technology and systems has advanced, Bureau emphasis has changed to enhancing BLM State office on-site data processing capability. Each BLM State Office now has an on-site minicomputer system for general ADP work, and 6 State Offices also have another minicomputer for geographic information technology (graphics) work. To provide these on-site ADP services, each State Office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office resource personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the State Office minicomputers to improve support for local operations and provide faster and more reliable service for all local users. Most recently, technological improvement and increased availability of low cost microcomputers has given field offices the capability to acquire expanded and tailored automated support for local program operations and needs.

Geographic Information Technology

Geographic Information Technology offers another way in which automation helps resource managers to make better-informed decisions and reduce costs. Demonstrated benefits of automated over manual methods in savings of time and money and in increasing accuracy and reproducibility of data manipulation have greatly expanded the field demand for automated geographic information management.

This technology replaces manual comparisons of any information which can be displayed on a map or mylar overlay, such as terrain, land ownership, transportation networks, land use, and water sources. Geographic Information Technology is presently evaluated and assessed at BLM's Denver Service Center (DSC), which develops the appropriate software and procedures to enable State offices to manipulate information to address specific natural resource management issues for environmental impact statements (EIS's), resource management plans (RMP's), and other planning decisions. The DSC also creates data bases which incorporate information acquired from remote sensing by satellite and other means. Routine applications include: 1) classifying ground cover for habitat location, rangeland and wildlife habitat improvement, and woodland management; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects for reseeding or grazing uses; and 4) developing fuel models to predict fire potential for use with remote automatic weather station data and automatic lightning detection. Remotely sensed data are generally applied along with other information in a GIS.

Automated Land and Mineral Record System (ALMRS)

In 1983 BLM initiated the development of the ALMRS to automate BLM's existing manually kept lands records. This effort was begun in an attempt to streamline leasing processes, implement the policy to improve access to public lands for mineral development purposes, remain current on post-leasing activity, and

support public land disposal and transfer actions. BLM's goal is to complete implementation of ALMRS by 1991, resulting in greatly improved records management system capabilities. The current land status records system, initiated in 1955, contains data on legal land descriptions and the status of more than 46,000 townships, which encompass approximately one billion acres of land in which BLM manages all or part of the surface and subsurface estate. Approximately 11 million land title and status documents are maintained.

The primary documents in the existing system are:

- The Master Title Plat - A composite plat of the survey plats of a township on which current ownership and land status are cartographically described (i.e., drawn).

- Historical Index - A chronological summary of all actions which affect or may affect title to, disposition of, or use of lands and resources within a township.

- Serial Register Page - Chronological records of each use transaction (e.g., lease, permit, etc.) which has been requested or granted affecting the public land.

- Patent Records - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

These records are used not only by BLM for management purposes but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

Improvements anticipated from automating the existing system include:

- Decreased time and cost in adjudicating lands and minerals cases. Necessary documents are often kept at separate locations. Under ALMRS, a record can be addressed from any location with the appropriate equipment.

- Preservation of valuable hard-copy records which have deteriorated through time due to heavy use.

- Reduction of space requirements for storage of hard-copy records.

- Greater convenience for the public in obtaining necessary information from many locations.

- Greater speed and flexibility in maintaining current status of lands through faster, more accurate updating and enhanced capabilities for casework management and accumulation of statistical data on land availability.

- Capability for more than one person to access the same data element at the same time, thereby increasing the efficiency and the usability of the records system.

The existing manual, hard-copy system is cumbersome to use and to keep current, but automation will lead to faster and more efficient adjudication of lands and minerals cases and will provide better service to the public. Many aspects of

ALMRS are still primarily in the development stage. However, thus far, those elements that are operational have led to identifying and reducing backlogs in oil and gas, other minerals and lands cases.

Initial efforts in the ALMRS program were devoted to automating lands and minerals case management. By May 1985, 260,000 cases had been entered into the system which is now capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new lands and minerals cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual processes required to produce and maintain these documents.

In addition, computerized tracking of individual cases and groups of case-types has eliminated the need for work intensive information searches and maintenance of cuff records. This information is immediately available not only at BLM State office public rooms, but also at BLM district offices and at Headquarters as well.

Additionally in 1985 as a part of ALMRS BLM automated its Bond and Surety Data bases necessary to ensure compliance with contract terms and permit and lease requirements of various resource uses managed by BLM. The surety file includes necessary information on the numerous companies which issue surety bonds to guarantee that a particular obligation of a contractor, lessee, or permittee will be met. The Bond File contains data about the principal and the bond. It provides for a cross-referencing of the Surety File to determine that a surety company listed on a bond is currently licensed, acceptable for bonding in the applicable State, and to ensure the bond is within the companies underwriting limits. By automating these functions it is possible to maintain up-to-date files in a single location accessable to all users throughout the country. This eliminates the need to separately maintain these files in the many locations where they are used. Most importantly they facilitate the management of the resources involved.

Ultimately ALMRS will be an integrated system with three major components:

- Legal Land Description - This component will contain the alpha-numeric information necessary to describe a parcel of land, generally as it is depicted on the official cadastral survey plats.

- Ownership and Status - This system will contain data for about 46,000 townships. "Ownership" means the lands or interests in land owned by the Federal Government. "Status" refers to the availability of a given tract of land for governmental or private use, or for disposal or lease; or the restrictions on a tract (such as a withdrawal, wilderness, etc.) which prevent or constrain uses.

- Case Management Processing - This component provides the capability and information required to record, track, monitor, and report on use applications of all types. In this component, the ALMRS case recordation system will absorb the present Mining Claim Recordation System.

Eventually, data maintained in ALMRS will likely be linked to feed into a geographic information system (GIS) to provide map-like graphic displays and analyses of tract characteristics for use by land managers for many resource management purposes.

Funding for ALMRS program development, including identification of user requirements, system design and programming, and procurement of equipment required to support implementation, is identified in this (data management) subactivity. Funding for the actual ALMRS program implementation, including collection of legal land description and land status data, has been identified in the realty operations subactivity.

BLM has contracted with the Federal Computer Performance Evaluation Center (FEDSIM) to develop the ALMRS system configuration, system requirements, and functional requirements studies on which to build a development and implementation schedule. The studies will be completed in late of FY 1985 and will form a basis for more specific determinations of ALMRS funding requirements.

Efforts in FY 1985 and FY 1986 are concentrated in the two pilot States of Arizona and New Mexico. Other States will be phased in as data collection, system development, and equipment acquisition proceeds. Terminals, printers and telecommunications equipment are being purchased to initiate the program in these State offices. In the pilot States, the primary cost outlays will be made for equipment to improve processing capabilities, improve memory, and enhance disk storage capabilities to accommodate ALMRS workload requirements. The equipment will be compatible with ALMRS data processing requirements, which are standardized on a Bureauwide basis.

By the end of FY 1986, legal land description data entry will have been completed on 43,400 of the total 46,000 townships; land status data entry will have been completed on 13,000 townships; systems design for case processing with land description and status data will have been completed; pilot State tests will have been completed; and user requirements for case processing with geographic coordinate position data will have been identified.

The proposed funding level for ALMRS within Data Management in FY 1987 is $2,006,000, the same as FY 1986. In FY 1987, a prototype test will be made on the system. A successful test will lead to ALMRS implementation in the pilot states by the end of FY 1988. In late FY 1987 entry of legal land description date will be completed on all townships. Data on land status will be completed on 18,000 townships.

A preliminary estimate was made that BLM will save approximately 560 workyears annually when the total ALMRS project is fully operational. This savings would enable the Bureau to maintain a record system free of updating and casework backlogs, offer better service to the public and other agencies, and be more responsive to all user needs for this important information.

Increase from 1987 Base

(Dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	13,388	14,888	+1,500
(FTE-T)	(225)	(240)	(+15)

The proposed increase of $1,500,000 and 15 FTE's will provide for increased technical support to field users ($550,000), purchase of additional equipment in support of the Geographic Information Technology ($525,000), and cover additional cost of equipment maintenance ($425,000).

The proposed increases for additional technical support to field ADP users and equipment maintenance respond to the increasing use of ADP equipment and applications for management and operations work within BLM. The increased technical support will ensure that on-the-ground users can obtain the best use of all available ADP capability. This means that BLM's investment in its ADP equipment will be most efficiently utilized. Technical support involves not only assistance to users on how to use ADP facilities and applications, but also provides for standards and controls needed to prevent inefficient or uneconomical use of ADP technology and to assure equipment and system compatibility and linking. Increased equipment maintenance costs are incurred to ensure that equipment is operational when needed, that equipment does not fail with the resulting potential for loss of critical data, and to preserve the value of BLM's investment in its computer facilities.

The $525,000 increase to purchase additional equipment for Geographic Information technology will help to meet the increasing demands for the use of the technology in the evaluation of resource conditions and the impact of alternative planning assumptions on resource management requirements. The new equipment will consist of a specialized mini-computer, plotter, and associated peripheral equipment to provide Geographic Information technology in an additional State Office for a total of seven states so equipped. The first priority in Geographic Information Technology applications is analysis of mineral resource data to improve BLM's management of these resources.

(dollars in thousands)

Program Component	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) or Dec. (-)
ADP Development	$ 2,350	$ 2,330	$ 2,330	$ ---
ADP Operation and Maintenance	8,426	8,406	9,406	+1,000
Data Telecommunications	1,480	1,480	1,480	---
Geographic Information Technology	1,172	1,172	1,672	+500
TOTAL ($)	13,428	13,888	14,888	+1,500
ALMRS Program ($)	2,006	2,006	2,006	---
Other Data Management ($)	11,442	11,882	12,882	+1,500
TOTAL ($)	13,428	13,888	14,888	+1,500

Distribution of change by object class

The object class detail for the proposed increase of $1,500,000 and 15 FTE is as follows:

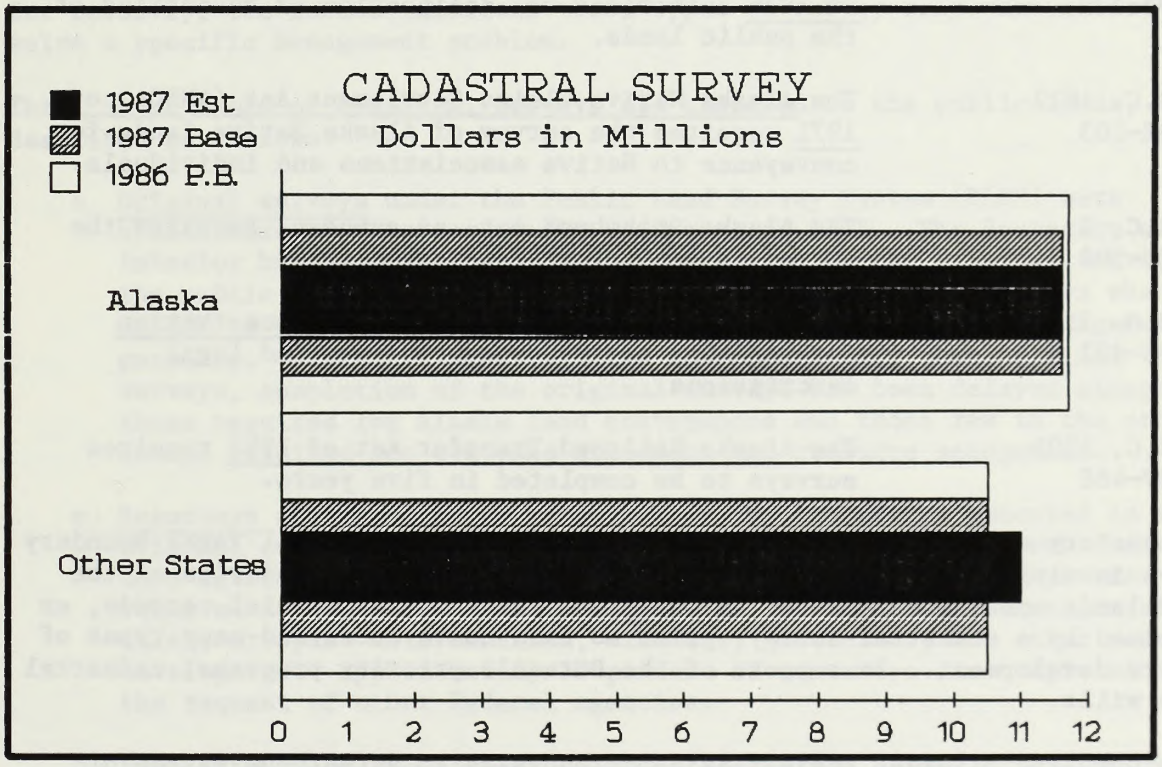
	FTE	Amount
Personnel compensation	15	$450,000
Personnel benefits		55,000
Travel and Transportation of persons		40,000
Transportation of things		30,000
Communications, utilities, and other rent		25,000
Other Services		400,000
Equipment		500,000
TOTAL		1,500,000

Activity Summary

Activity: Cadastral Survey

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Alaska	13,630	11,674	11,649	11,649	---
Other States	11,196	10,542	10,492	11,042	+550
Total	24,826	22,216	22,141	22,691	+550



Activity: Cadastral Survey

(Dollar amounts in thousands)

Subactivity		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
Alaska	$	13,630	11,674	11,649	11,649	-25	---
	(FTE-T)	(150)	(138)	(138)	(138)	(---)	(---)
Other States	$	11,196	10,542	10,492	11,042	+500	+550
	(FTE-T)	(315)	(304)	(304)	(312)	(+8)	(+8)
Total Requirements	$	24,826	22,216	22,141	22,691	+475	+550
	(FTE-T)	(465)	(442)	(442)	(450)	(+8)	(+8)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The Alaska Native Claims Settlement Act (ANSCA) of 1971 requires the survey of Alaska Native lands for conveyance to Native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The Alaska Statehood Act, as amended, requires the survey of lands for State selection.
16 U.S.C. 3101, et seq P.L. 96-487	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 requires maps and legal descriptions.
45 U.S.C. 1201 P.L. 97-468	The Alaska Railroad Transfer Act of 1982 requires surveys to be completed in five years.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey, prior to land conveyances and many types of resource development. In support of the Bureau's priority programs, cadastral survey will:

- Complete original surveys as a prerequisite to actual conveyance of public land (e.g., Alaska Native allotments and State selections).
- Establish precise on-the-ground boundaries for leases or other uses of the public lands (e.g., in Wyoming the restoration of old original surveys on mineral lease lands that will affect millions of dollars of resources); and

- Determine precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement allows an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the BIA, are presently conducted by the BLM on a reimbursable basis.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates these types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the public lands, described as follows:

- Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.

- Resurveys are executed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.

- Special surveys are those that do not fall into either of the above two categories. These include surveys of public lands and islands omitted from original surveys, correction of fraudulent land surveys, mineral surveys of lode mining claims, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

The BLM cadastral survey program is divided into two subactivities with substantially different work requirements and support needs -- Alaska and the Other States.

ALASKA

Objectives

All planned surveys in support of Alaska programs are required by recent Acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, ANILCA, and the Alaska Railroad Transfer Act; and

- Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act.

FY 1987 program

The FY 1987 Estimate for the Alaska program is $11,649,000 and 138 FTE. Program emphasis in FY 1987 will continue with an intensive, concentrated effort to survey small inholdings and water body meanders within selected lands. These surveys are very high-cost, low-acreage surveys but are essential for patent issuance and have been deferred in previous years. Many of the areas remaining to be surveyed are also located in areas of the State where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed. The net effect of these two factors is a considerable reduction in the number of acres surveyed for ANCSA and State selections. This does not reflect a change in the magnitude of the Alaska program workload but, instead, represents the effects of tackling a more complex, higher cost survey workload.

The $11,649,000 requested for FY 1987 represents planned accomplishment of 3,300 miles of completed rectangular net survey (approved plats) and 550 miles of completed special surveys (approved plats, small tracts and Native allotments). These completed surveys will make 3.5 million acres available for patent to the State of Alaska and to Native corporations. Special surveys (small tracts) will make 400 parcels available for patent to private individuals. In addition, for FY 1987, the Bureau of Indian Affairs (BIA) is requesting about $2,500,000 to support surveys performed in Alaska by BLM on behalf of the BIA. This funding would be earmarked primarily for surveys of allotments and other native parcels where waiting for the window approach would result in individual hardships.

A change of emphasis is reflected in the above workload as effort shifts from surveys for ANSCA conveyances back to surveys for State selections and surveys of Native allotments. BLM is developing an approach to managing survey work which identifies the various survey needs of a particular area, especially all of the small tracts such as allotment parcels and inholdings which require

survey, and combining these surveys into a coordinated project "window," especially for field work, to reduce the costs of performing individual small area surveys one after another.

The workload proposed for FY 1987 compared with FY 1985 and FY 1986 is as follows:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Estimate
Original survey (miles)	3,850	3,300	3,300
Resurvey (miles)	---	---	---
Special survey (miles)	700	550	550

OTHER STATES

Objective

The objective of the Other States cadastral survey program is to provide cadastral survey support outside of Alaska for Bureau priorities within the lands and realty, energy and minerals, forestry, and other renewable resource programs.

Base program

The FY 1987 Base funding level for the cadastral survey Other States program is $10,492,000 and 304 FTE. At this level of funding, the Bureau will be able to complete about 5,790 miles of resurveys and special surveys in direct support of specific resource programs as follows:

- o 2,200 miles for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, proposed exchanges, and efforts to solve some of the unauthorized occupancy situations which exist throughout the Western States and in some Eastern States;

- o 2,470 miles for energy development programs in areas of extensive intermingled lands. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration;

- o 700 miles of boundary surveys for forestry operations to support planned timber sales; and

- o 420 miles for multiple-use resource and other programs to delineate legal property boundaries in support of planned management actions or needs, such as trespass abatement, grazing access, and recreation.

Eighty miles of original survey will be completed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land.

For FY 1987, the BIA is expected to request about $1,500,000 to be available to the BLM on a reimbursable basis for Other States surveys performed by BLM on behalf of the BIA.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
$	10,492	11,042	+550
(FTE-T)	(304)	(312)	(+8)

The proposed increase of $550,000 will be applied to resurveys in the Powder River Basin of Wyoming. Corner control in this area of high energy mineral interest is near extinction, and dependent resurveys completed recently have shown many townships have heavy distortion or extra acreage. This presents an oil and gas resource management problem for both industry and the Federal Government. The proposed increase should provide for resurvey of an additional eight townships per year above the present capability of five townships per year.

The workload proposed at the FY 1987 Estimate level compared with the FY 1987 Base, FY 1986, and FY 1985 is as follows:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Original survey (miles)	60	80	80	80	---
Resurvey (miles)	5,923	5,590	5,590	6,090	+500
Special survey (miles)	252	200	200	200	---

Distribution of change by object class

The object class detail for the increase of $550,000 is as follows:

	FTE	Amount
Personnel compensation	8	$240,000
Personnel benefits		36,000
Travel and transportation of persons		50,000
Transportation of things		62,000
Other services		137,000
Supplies and materials		15,000
Equipment		10,000
Total		$550,000

Activity Summary

Activity: Firefighting and Rehabilitation

(Dollars in thousands)

Subactivity	FY 1985 Estimate 1/	FY 1986 Estimate 2/	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Firefighting and Presuppression	70,691	3,513	3,513	3,513	---
Rehabilitation	3,410	588	588	588	---
Total	74,101 1/	4,101	4,101	4,101	---

1/ Excludes $45 million appropriation in FY 1985 supplemental which was transferred to other accounts for repayment of FY 1984 Firefighting costs.

2/ Estimated FY 1986 "Firefighting and Rehabilitation" supplemental of $50,000,000 for assumed firefighting and rehabilitation cost will be financed through transfers authorized under Section 102 of the General Provisions of the Interior Appropriations Act and will be repaid by supplemental appropriations in FY 1986 or FY 1987.

Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(Dollar amounts in thousands)

Subactivity		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Firefighting and Presuppression	$	70,691	3,513	3,513	3,513	---	---
	(FTE-T)	(888)	(888)	(888)	(888)	(---)	(---)
Rehabilitation	$	3,410	588	588	588	---	---
	(FTE-T)	(20)	(20)	(20)	(20)	(---)	(---)
Total Requirements	$	74,101	4,101 1/	4,101	4,101 2/	---	---
	(FTE-T)	(908)	(908)	(908)	(908)	(---)	(---)

Authorization

P.L. 98-473, Sec. 102; P.L. 99- Sec. — The General Provisions of the FY 1985 and FY 1986 Appropriations Acts for the Department of the Interior and Related Agencies authorize the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the emergency rehabilitation of burned lands.

Objectives

- Provide the forces necessary to detect, attack, and suppress wildfires in order to maintain the productivity of the public lands; and
- Provide the initial funding to take immediate actions to reduce the damage resulting from wildfires or other natural disasters.
- Provide emergency rehabilitation of burned over lands to prevent further damage and protect resource values for future productivity.

1/ Actual firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. FY 1986 emergency presuppression, firefighting and rehabilitation costs will be financed through current year transfers made under section 102 of the General Provisions.

2/ The amount requested for FY 1987 is only the minimum amount needed to initiate emergency actions. However, estimated FTE are accounted for here to reach Bureauwide totals although funding for most of these FTE's is provided through current year fund transfers.

FIREFIGHTING AND PRESUPPRESSION

The firefighting and presuppression program includes the following components:

A. Management: This category includes the required permanent workforce necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category.

B. Presuppression: These functions are performed to prepare the fire suppression forces to fight an average of 2,960 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 350 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multipurpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The Bureau uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire including costs of: firefighting and fire command/support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

REHABILITATION

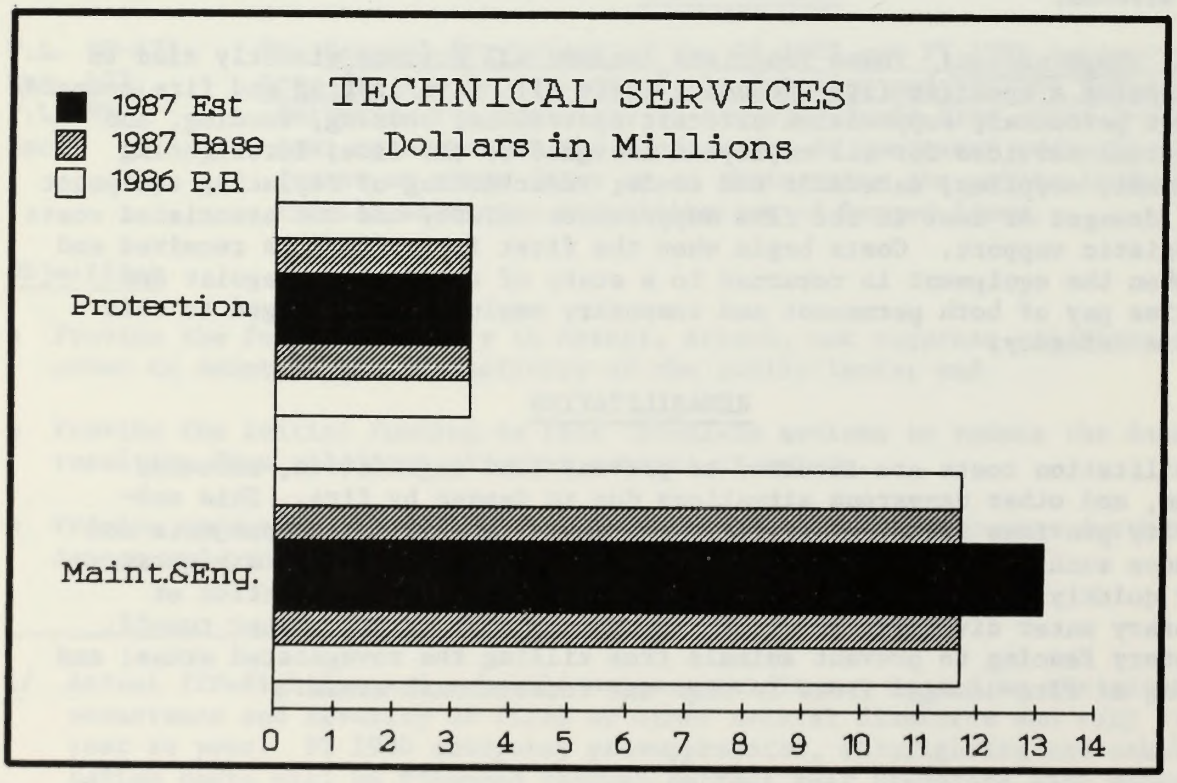
Rehabilitation costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This subactivity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding on a burned area to establish a vegetative cover quickly to reduce wind and water erosion damage; construction of temporary water diversion structures to reduce erosion from water runoff; temporary fencing to prevent animals from killing the revegetated areas; and felling of fire-damaged trees in high use recreational areas.

Activity Summary

Activity: Technical Services

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Resource Protection	2,328	3,340	3,340	3,340	---
Maintenance and Engineering Services	11,741	11,734	11,719	13,069	+1,350
Total	14,069	15,074	15,059	16,409	+1,350



Activity: Technical Services
Subactivity: Resource Protection

(Dollar amounts in thousands)

	1985 Estimate	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
$	2,328	3,340	3,340	3,340	---	---
(FTE-T)	(25)	(29)	(29)	(29)	(---)	(---)

Authorization

43 U.S.C. 1733
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, Section 303(a), authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. Under the Act, the Secretary may authorize Federal personnel or contract with appropriate local officials to assist in carrying out his law enforcement responsibilities.

Objectives

- Ensure compliance with all Federal laws and regulations, and appropriate State and local laws, governing the protection of the public lands and resources as directed by FLPMA; and
- Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources through an effective law enforcement program.

FY 1987 program

The FY 1987 funding for the resource protection subactivity is $3,340,000 and 29 FTE.

Section 303 of FLPMA encouraged BLM to enter into contracts and law enforcement agreements with State and local law enforcement agencies to assist in the administration and regulation of use and occupancy of the public lands. Since FY 1978, law enforcement agreements have been signed with local law enforcement agencies in most of the Western States. Specifically, these agreements emphasize the enforcement of State and local ordinances rather than Federal laws on public lands. Enforcement of Federal laws on public land rests with Federal law enforcement officials.

The actual number of law enforcement agreements can vary from year to year because agreements may be on a county-wide basis, for specific problem areas or for a specified, limited time period (such as long holiday weekends). An estimated 83 agreements will be in effect in FY 1987.

The estimated distribution of agreements by State follows:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base
Law enforcement agreements signed - Total	51	83	83
Alaska	--	2	2
Arizona	3	8	8
California	10	20	20
Colorado	--	5	5
Idaho	10	12	12
Montana	1	2	2
Nevada	2	5	5
New Mexico	--	2	2
Oregon	21	21	21
Utah	4	6	6

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or local law enforcement agency. Resources being protected through law enforcement agreements vary from State-to-State and by the nature of the problem.

Cooperative agreements in California's Mendocino County and in Montana's Fort Meade Recreational Area and with Nevada's Division of State Parks all provide for vehicular patrol, radio monitoring and a law enforcement presence at selected high use public land use areas which act as deterrents to numerous types of violations. Patrol and presence, particularly in remote and isolated areas, provide a measure of prevention, reducing people-versus-people violations, vandalism to improved facilities, ORV violations, and vegetative thefts to a vast area of public lands which otherwise would remain unprotected.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides investigative contacts which give exposure and visibility to resource protection personnel and, in many cases, acts as a deterrent to further violations.

From 2 to 4 special agents are assigned to each BLM State Office and the Headquarters Office to conduct criminal investigations and manage the BLM law enforcement program.

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, Native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

The growing and harvesting of marijuana on public land continues to be a problem. Federal, State, and local enforcement agencies are addressing this problem through individual and cooperative investigative and eradication efforts. BLM expects to devote $1,000,000 to marijuana control in FY 1987.

A number of law enforcement agreements signed with county sheriffs have singled out marijuana control as the major work task to be accomplished. BLM works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service, and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP) for this purpose. BLM special agents have devoted considerable time to marijuana control work, particularly in California and Oregon.

In the area of theft of cultural resources, the Bureau continues to cooperate with State and local law enforcement agencies through law enforcement agreements and on-the-ground presence. The Bureau utilizes law enforcement techniques such as aerial overflights, information from confidential sources, undercover operations and remote sensing devices to complement normal investigative procedures.

Examples of activities in the area of cultural and antiquities thefts include:
o Alaska - the recovery of $108,000 of Mastodon Ivory;

o Utah - widespread problems of archaeological artifact digging and trafficking has resulted in BLM shifting the major part of our law enforcement capability in this area to a large-scale investigation of these problems;

o Wyoming - investigation of a case of vandalizing and theft from an Indian burial site has resulted in the recovery of some items and appears to have helped decrease the number of complaints/cases of this nature.

The following table summarizes projected casework in FY 1985, FY 1986, and FY 1987:

Workload Measure	1985 Estimate	1986 Estimate	1987 Estimate
Investigations:			
Wild horse and burro abuse	59	65	65
Timber theft	96	110	110
Range arson	23	30	30
Antiquities theft and destruction	68	95	95
Mineral theft and fraud	105	120	120
Theft and destruction of government property	62	75	75
Recreation site violations	89	110	110
Occupancy trespass	101	115	115
Marijuana Control	143	165	165
*Other	97	105	105

* Assault, fraud, vegetative theft, assisting other agencies, and miscellaneous.

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

(Dollar amounts in thousands)

Program Elements		1985 Estimate	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Building Maintenance	$	3,100	3,442	3,442	3,442	---	---
	(FTE-T)	(55)	(55)	(55)	(55)	---	---
(Energy Conservation Retrofit Projects)	$	(---)	(14)	(14)	(12)	(-2)	(-2)
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Recreation Maintenance	$	4,049	3,621	3,606	4,256	+635	+650
	(FTE-T)	(73)	(68)	(68)	(68)	(---)	(---)
Transportation Maintenance	$	3,454	3,504	3,504	4,104	+600	+600
	(FTE-T)	(53)	(53)	(53)	(53)	(---)	(---)
Engineering Services	$	1,138	1,167	1,167	1,267	+100	+100
	(FTE-T)	(26)	(26)	(26)	(29)	(+3)	(+3)
(Energy Conservation-Technical Surveys)	$	(80)	(80)	(80)	(80)	(---)	(---)
	(FTE-T)	(2)	(2)	(2)	(2)	(---)	(---)
Total Requirements	$	11,741	11,734	11,719	13,069	+1,335	+1,350
	(FTE-T)	(207)	(202)	(202)	(205)	(+3)	(+3)

Authorization

43 U.S.C. 1701, 1731-32, 1762 — Federal Land Policy and Management Act of 1976 provides authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forests and other resources; and
- directs that public lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

16 U.S.C. 594
P.L. 67-315 — The Timber Protection Act of 1972 provides for the protection of timber owned by the United States from fire, disease, and insect ravages.

During the period of 1973-1986, the Bureau will have spent about $80 million in capital investments for buildings, recreation facilities, and roads. In total, the estimated in-place value of these capital facilities and buildings owned and constructed by BLM is almost $360 million. The proposed maintenance and engineering services expenditures of $11,734,000 in FY 1987 represent 3.3 percent of the capital investment to be used for maintenance, upkeep, and protection of the investment.

Maintenance expenditures are also directly related to ensuring that a safe environment exists for users of public lands and for Federal employees who manage and protect resource values.

BUILDING MAINTENANCE

Objectives

- Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems in order to:
  - provide a safe and professional working environment for BLM employees and for public visitors to BLM office buildings; and
  - maintain the public investment through adequate stewardship of Federal buildings.
- Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost effective energy conservation measures identified in technical surveys.

FY 1987 program

The FY 1987 Estimate level of $3,442,000 and 55 FTE provides maintenance of BLM-owned water and sewer systems, office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of western Oregon).

Maintenance includes:

- Major maintenance work, such as repairing sewage, heating, ventilating and air conditioning systems, and electrical systems; and minor structural repairs;
- Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- Minor maintenance work, such as repainting and replacing broken windows; and
- Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Of the approximately 1,400 buildings owned by BLM, about 132 office buildings and over 700 other buildings will be maintained. The buildings scheduled for maintenance are those that are targeted for long-term retention and are needed to accomplish the goals of the organization. BLM will also maintain 97 water and sewage systems. Most of this maintenance work will be accomplished

through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

RECREATION MAINTENANCE

Objectives

- Maintain 436 developed recreational sites on the public lands (outside of western Oregon) at a standard that will:
  - Protect public facilities, investments and resource values; and
  - Remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- Provide cleanup and hazard reduction at about 4,000 undeveloped public land sites receiving recreational use to ensure public safety and to protect the surrounding natural resource values.

Base program

The Base program level is $3,606,000 and 68 FTE. The principal costs of operating and maintaining recreation sites are:

- trash collection;
- installation and maintenance of water purification systems;
- repair of structures (picnic facilities, restrooms, etc.);
- removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.; and
- repair or replacement of signs.

This level of maintenance will help to ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes $2,520,000 for trash collection, installation and maintenance of water purification devices, and repair of facilities at 436 developed recreation sites. The remaining $1,086,000 will be used for cleanup of about 4,000 picnic and undeveloped sites and removal of 300 hazards.

Maintenance of recreational facilities is supplemented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are also being developed with local clubs or other organizations to maintain recreational sites whenever possible.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the recreation sites on the Lower Colorado River and the Imperial Sand Dunes areas in California illustrate the maintenance requirements that BLM faces. The Bureau has invested over $1.5 million in the construction of facilities in these areas. Without a scheduled preventive

maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment.

In order to ensure more effective use of maintenance funds, the Bureau is including a periodic maintenance schedule as part of the design requirements on all new projects. During FY 1987, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." 1/ An additional 4,000 picnic and undeveloped sites will receive minimum maintenance to protect users' health and safety. Maintenance funds will be concentrated on the most intensively used recreation areas where both visitor use and BLM's investment is the greatest.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
$	3,606	4,256	+650
(FTE-T)	(68)	(68)	(---)

The proposed increase would increase the frequency of maintenance at several of the Bureau's more intensively used recreation sites, with emphasis placed on maintenance of sewer and water systems. Examples include the Lower Colorado River Area (Arizona), the Little Sahara Recreation Area (Utah), Imperial Sand Dunes (California), Rio Grande Gorge (New Mexico), Aguirre Springs Campground (New Mexico), and the Rogue and Deshutes Wild and Scenic Rivers (Oregon). It is anticipated that the proposed additional maintenance would be completed through contracting with private sources.

Distribution of change by object class

The object class detail for the $650,000 increase is as follows:

	Amount
Other services	$650,000

1/ A "Family Unit" is the facility that a typical family would use at a developed campground and would normally consist of a parking space, table, fire or barbecue site with associated water, sewage, and trash facilities.

TRANSPORTATION MAINTENANCE

Objective

- To maintain roads, trails, and major bridges on BLM-administered public lands outside of western Oregon in order to:
  - prevent expensive replacement or rehabilitation costs,
  - protect the government and public capital investment,
  - increase the safety of the roads for use by the public and Federal employees,
  - reduce erosion, and
  - maintain the usefulness of roads for the purposes for which they were constructed.

Base program

The FY 1987 Base level for the transportation maintenance program is $3,504,000 and 53 FTE.

There are about 44,000 miles of roads, 5,000 miles of trails, and 250 major bridges on public lands outside of western Oregon. Responsibility for maintaining these roads and bridges lies with BLM. At the FY 1987 Base level, the Bureau will:

- Provide scheduled maintenance on 6,982 miles of road;
- Maintain 46 bridges; and
- Provide corrective maintenance on 670 miles of roads and trails.

About 95 percent of BLM road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- Grading to repair damage from erosion;
- Stabilization of shoulders to protect surfacing;
- Resealing or repaving;
- Replacement of individual culverts, and
- Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM).

For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are unsurfaced, and erosion will render them unusable if they are not repaired

promptly. Also, many roads and trails are receiving increased usage by the public -- particularly recreation users -- and must be adequately maintained to ensure user and employee safety.

Corrective maintenance involves the completion of maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action. Examples would include damage to roads from heavy runoff or erosion, flood damage to roads and bridges, obstructions on roads, culvert damage, and others.

BLM roads represent public investments in public lands. Diligent maintenance reflects proper stewardship of these investments. Insufficient maintenance creates hazardous conditions and the need for more costly maintenance or reconstruction. For example, in Arizona, a 2.2 mile section of the Quail Hill Road is in need of rehabilitation. This section is a very crooked, narrow, undrained side-hill road with grades above 16 percent in some areas. Traffic is increasing, especially large trucks due to increased mineral exploration activity; and this road is a main access route from the town of St. George to the Arizona Strip area. During the past five years, three known serious accidents have occurred on this road, and with increased traffic and larger vehicles using the road, the potential for serious accidents will increase. This road is also subject to numerous winter closures. Wet snows common to the road's elevation add to the hazardous driving conditions. With major rehabilitation, access can be improved during bad weather and at other times to permit both BLM personnel and public land users to make safer use of the road.

In Colorado, corrective maintenance is required on about 6 miles of road in the Blanca Wildlife Habitat Area. Roads in this area were damaged by heavy spring runoff last year. Visitor use in this area is over 10,000 visitor days, and access roads are heavily traveled. This area also has been used as a site for the National Retriever Field Trial events for the past three years as well as for local educational field programs. A safe, usable access road is needed for these and other BLM management programs.

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
$	3,504	4,104	+600
(FTE-T)	(53)	(53)	(---)

The proposed increase will provide for scheduled maintenance on an additional 290 miles of road and for corrective maintenance on 270 additional miles of road. Six additional bridges will also be maintained and repaired.

Emphasis will be placed on those segments of the Bureau's transportation system which receive the highest use and are of the most value for administrative purposes. The increased maintenance proposal will be completed through contracting with private industry.

The following table compares the workload at the FY 1987 Estimate level with the 1987 Base, FY 1986 and FY 1985:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Scheduled Maintenance (miles)	6,950	6,982	6,982	7,272	+290
Corrective Maintenance (miles)	650	670	670	940	+270
Bridge Maintenance (# completed)	41	46	46	52	+6

Distribution of change by object class

The object class detail for the $600,000 increase is as follows:

	Amount
Other services	$600,000

ENGINEERING SERVICES

Objectives

- Provide engineering survey and design and other professional engineering/ architectural services for the development and operation of the Bureau's physical facilities;
- Conduct transportation planning in order to inventory, determine condition priority, and develop maintenance schedules for the Bureau's transportation system;
- Provide technical engineering assistance to resource management programs; and
- Operate one BLM sign shop (at Rawlins, Wyoming).

Base program

The Base program funding level is $1,167,000 and 26 FTE. About $1,067,000 will be used for engineering, and $100,000 will be applied to the Bureau's signmaking work.

Engineering services provide essential expertise of professional engineers and architects located at the Denver Service Center to all other Bureau programs. In addition, State Office and District Office engineering personnel perform transportation system management services and contract supervision and

administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services are:

- Survey and design of timber access roads (to be built by others);
- Survey and design of roads requiring easements;
- Technical assistance for dam and bridge safety inspections, rehabilitation and maintenance;
- Technical assistance for health and safety services at Bureau facilities;
- Review and administration of architectural and engineering source contracts for all programs; and
- Transportation system management functions for all Bureau programs.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

o Dam safety review (through design, evaluation, and rehabilitation of structures);

o Expert review of dam safety problems, bridge inspections and repairs, and road washouts in emergency situations; and

o Technical assistance for the design and maintenance of range improvement and wildlife and watershed projects.

Sign Program

The Bureau produces about 10,000 signs annually. If BLM does not make the signs, regulations require that the work be contracted to the Federal Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at savings to the Government by reducing transportation costs.

The 10,000 signs that are installed or replaced each year provide:

o Information to the public at Bureau office complexes and recreational sites;

o Public land location or boundary identification and road directional assistance to the public and for program management purposes; and

o Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Increase from FY 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
$	1,167	1,267	+100
(FTE-T)	(26)	(29)	(+3)

The increase of $100,000 and 3 FTE will provide for the completion of five transportation plans. Transportation planning will permit the Bureau to inventory roads on the public lands and determine their level of use and their condition. This information will enable BLM to develop its system of roads and trails to meet resource management needs and to identify and prioritize maintenance requirements and scheduling. This in turn, will allow for more efficient use of transportation maintenance funding and will ensure that funds are directed toward the most significant segments of the Bureau's transportation system.

Distribution of change by object class

The object class detail for the $100,000 increase is as follows:

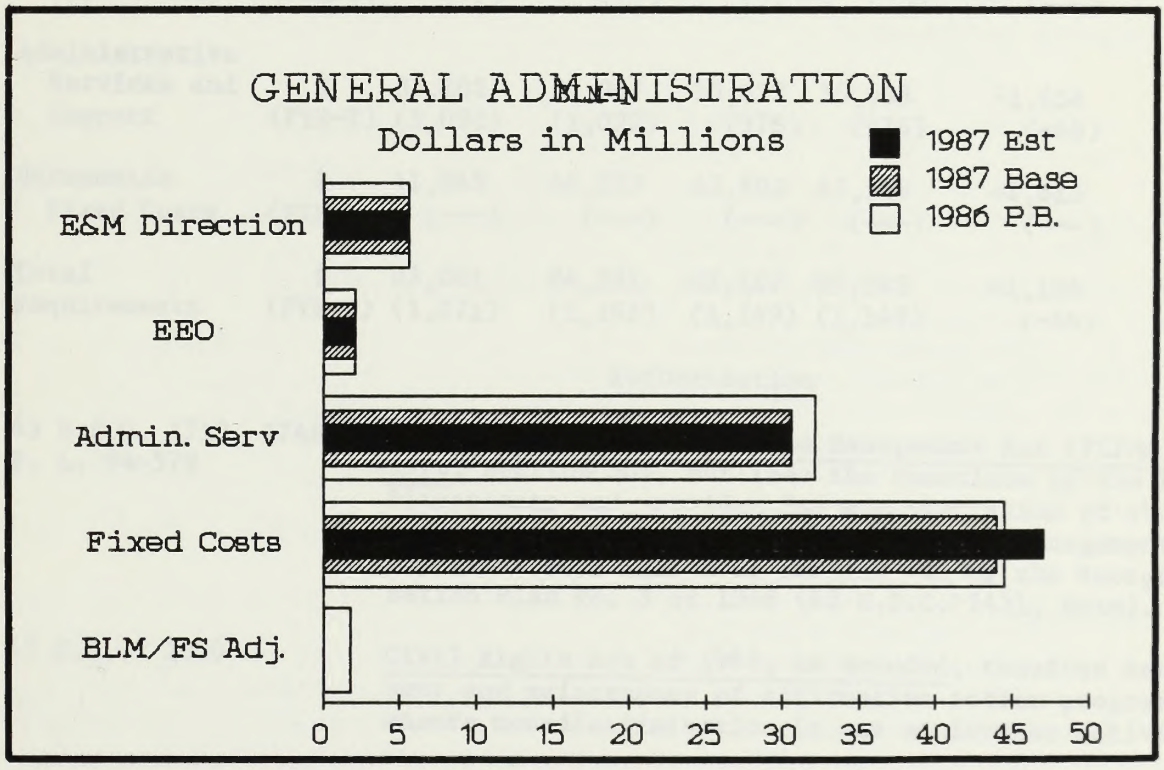
	FTE	Amount
Personnel compensation	3	$ 80,000
Personnel benefits		9,000
Travel and transportation of persons		2,000
Transportation of things		3,000
Printing and reproduction		1,000
Supplies and materials		5,000
TOTAL		$100,000

Activity Summary

Activity: General Administration

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
General Administration	83,081	84,291	82,147	85,395	+3,248



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	$	5,785	5,601	5,556	5,556	-45	---
	(FTE-T)	(103)	(98)	(98)	(98)	(---)	(---)
Equal Employment Opportunity	$	2,089	2,076	2,066	2,066	-10	---
	(FTE-T)	(77)	(75)	(75)	(75)	(---)	(---)
Administrative Services and Support	$	33,262	32,087	30,633	30,633	-1,454	---
	(FTE-T)	(1,091)	(1,022)	(976)	(976)	(-46)	---
Bureauwide Fixed Costs	$	41,945	44,527	43,892	47,140	+2,613	+3,248
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	83,081	84,291	82,147	85,395	+1,104	+3,248
	(FTE-T)	(1,271)	(1,195)	(1,149)	(1,149)	(-46)	(---)

Authorization

43 U.S.C. 1713, 1748
P. L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).

42 U.S.C. 2000

Civil Rights Act of 1964, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

Executive Order 11478	Requires that affirmative program of equal employment opportunity for all employees and applicants for employment be established and maintained.
P.L. 97-177	Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. In FY 1987, the total funding from all sources is estimated as follows:

Fund Source Table
(Dollar amounts in thousands)

Source	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Estimate
General Administration activity, MLR	$83,081	$84,291	$85,395
MLR-Reimbursements	850	850	850
Range Improvements appropriation	600	600	600
Service Charges, Deposits, & Forfeitures appropriation	570	577	577
Road Maintenance-Permanent appropriation	180	180	180
Trust Funds	70	70	70
Total Available for Administrative Expenses	$85,351	$86,568	$87,672

Objective

The objective of the general administration activity is to provide general administrative support to all Bureau programs and organizational levels in order to function effectively and to provide that support at the lowest possible cost. These services include executive and managerial direction, equal employment opportunity programs, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, and funding for a variety of fixed costs.

The FY 1987 Estimate for general administration is a proposed funding level that is only 15.2 percent of the total FY 1987 Estimate for the Bureau. This percentage is well within recognized acceptable limits for administrative costs and efficiency.

EXECUTIVE AND MANAGERIAL DIRECTION

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Executive & Managerial Direction	98	5,601	98	5,556	98	5,556
Executive Direction -						
Headquarters Office	15	1,002	15	994	15	994
State Offices/DSC	38	2,268	38	2,250	38	2,250
Managerial Direction -						
District Offices	45	2,331	45	2,312	45	2,312

Base program

The directorate level positions in the headquarters office included in the executive and managerial direction element are the Director, the Associate Director, Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the budget activities and programs for which they are responsible.

The headquarters directorate is responsible for developing general and specific managerial and administrative policy and programs for the Bureau, and for providing direction to 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its resource management programs in relations with the Department, Congress, other Federal agencies, and international organizations with interest in resource utilization and management.

The executive direction positions in the State Offices include the 12 State Directors, the Associate State Directors, and their immediate office secretarial support. This State directorate level is responsible for implementing national policy by providing procedural and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through program direction over field operations.

The Director of the Service Center ensures that technical and administrative support is provided to Headquarters, State and district office operational programs.

District managers provide managerial direction in each of the Bureau's district offices. They are responsible for working within the parameters of national and State policy direction, but have the flexibility to achieve program goals by tailoring implementation measures to fit local conditions and resource needs.

EQUAL EMPLOYMENT OPPORTUNITY

(dollar amounts in thousands)

	1986 Estimate		1987 Base		FY 1987 Estimate	
	FTE	$	FTE	$	FTE	$
Equal Employment Opportunity	75	2,076	75	2,066	75	2,066
Headquarters Office	15	470	15	465	15	465
Field	60	1,606	60	1,601	60	1,601

Base program

The FY 1987 program for Equal Employment Opportunity is $2,066,000 and 75 FTE.

The Bureau EEO Officer at Headquarters reports directly to the Bureau Director and is responsible for development, implementation, and evaluation of the Bureau's EEO program.

Field level EEO Officers report directly to State/Office Directors and perform corresponding functions within their areas of responsibility.

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental Directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau administers the Historically Black Colleges and Universities Program Initiative as a key component of civil rights compliance responsibilities of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Director of the Office of Historically Black Colleges and Universities Programs, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be funded in FY 1987.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation.

Projected workload accomplishments include:

Workload Measure	FY 1985 Actual	FY 1986 Estimate	FY 1987 Estimate	Inc. (+) or Dec. (-)
Informal complaints	360	380	380	---
Formal complaints	25	37	45	+8
Complaints resolved/adjusted	38	38	38	---
EEO counselors trained	50	45	40	-5
Administrative inquiries performed	2	5	5	---

ADMINISTRATIVE SERVICES AND SUPPORT

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Administrative Services and Support	1,022	32,087	976	30,633	976	30,633

The distribution among the program elements of administrative support is as follows:

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Public Affairs & Information	26	954	25	920	25	920
Budget Development and Execution	78	2,860	76	2,792	76	2,792
Procurement and Property Management	437	13,878	433	13,728	433	13,728
Personnel, Training, and Safety	220	7,110	185	6,049	185	6,049
Financial Management	91	2,580	90	2,546	90	2,546
Records & Directives Systems Management	136	3,485	135	3,452	135	3,452
Other Management Support	34	1,220	32	1,146	32	1,146
TOTAL	1,022	32,087	976	30,633	976	30,633

Base program

The administrative services and support element provides basic services essential to the entire Bureau organization for ongoing operations and mission accomplishment for all the Bureau's direct operating appropriations (Management

of Lands and Resources, Construction and Access, and Land Acquisition). A reduction of $1,454,000 and 46 FTE is included as an adjustment to the FY 1987 base. The reduction is for the estimated amount of Management Initiative savings that should be achieved from streamlining and consolidation of operations in certain administrative organizations. More specifically, savings of $1,061,000 and 35 FTE can be made from a reduction in average grade and by a further reduction of personnel staffing to meet the Bureauwide ratio of one personnelist to 60 employees; $74,000 and 2 FTE can be saved by reducing staff levels in Divisions of Program Evaluation and Management Research (Other Management Support); $319,000 and 9 FTE can be saved by staff and contract reductions in the finance, budget, public affairs, procurement and property management, and records functions.

The various Administrative Services and Support program elements are described below.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Public Affairs and Information	26	954	25	920	25	920
Headquarters Office	15	596	14	562	14	562
Field	11	358	11	358	11	358

At the headquarters level, the public affairs staff is responsible for Bureauwide public affairs program development, oversight of policies and practices for involving the public in Bureau decisions, and for developing and maintaining productive working relationships with other Federal, State, and local agencies and user groups. The staff develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups, and manages the Bureau's publications program.

The staff also provides public information at the national level and provides advice to field line managers on public affairs, media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to State directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefiting activity or subactivity.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Budget Development and Execution	78	2,860	76	2,792	76	2,792
Headquarters Office	22	902	21	868	21	868
Field	56	1,958	55	1,924	55	1,924

All Bureau organizational units and levels have some role to perform in BLM's budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, and program "packages" for the out-year budget development. The Budget Office staff is also responsible for budget execution, ensuring compliance with the provisions of the Appropriations Acts and for fund control to prevent overobligation of funds. The staff prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements. The Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. The portion of this supporting effort at the Headquarters level related to General Administration functions is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the State and district offices and the Service Center. The funds identified above include only the costs of that budget and programming work performed on a State or officewide basis. Budget and programming work required in direct support of individual programs is funded by the benefiting activity or subactivity.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Procurement and Property Management	437	13,878	433	13,728	433	13,728
Headquarters Office	28	2,223	26	2,148	26	2,148
Field	409	11,655	407	11,580	407	11,580

At the Headquarters level, the procurement and property management staffs:

- Plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;

- Provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;

- Develop directives and other guides regarding procurement and property management functions to ensure conformity with Federal laws and regulations;

- Identify needs for regulatory changes and provide advice and assistance to the Department in their preparation;

- Process and issue contracting officer warrants for the Bureau;

- Maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market developments in Bureau procurement areas; and

- Provide operational general services such as purchasing, space management, printing management, and duplicating services for the Headquarters Office. Also, mail routing and processing services for the Headquarters Office were provided until about March, 1985. At that time, employees in the Bureau's Headquarters mailroom were detailed to the Departmental mailroom. This detail is part of a Departmental administrative improvement initiative to merge all bureaus' mail operations in the Interior building into one central mail unit. The successful operation of this pilot program during FY 1985 is anticipated to produce increased mail efficiencies and result in establishment of a permanent consolidated mail processing operation. Therefore, the Bureau's FY 1986 estimate and FY 1987 budget request both include a reduction of $167,000 and 9 FTE below the FY 1985 level; this was included as a 10% management initiatives savings in BLM's FY 1986 Justifications.

At the field level, the procurement and property management staffs implement these various systems and manage the operational aspects of procurement, property management, and space management required to support the organization's functions. This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated within the Bureau.

Procurement and contracting organizations at all levels of BLM purchased goods and services totaling about $63.6 million in FY 1984. This included about $29.4 million in contracts for supplies, services, studies and construction. It also includes $34.2 million in small purchases (awards under $10,000 each) and other actions processed by procurement staff throughout the Bureau.

The property management workload includes inventory and control of:

- o Capitalized and Major Noncapitalized Equipment
  Approximately 97,000 items valued at $125 million (acquisition value).

- o Stores Account
  Regular operating stores - Approximately $3.1 million acquisition value. Fire stores approximately $8.7 million in acquisition value.

- o Motor Vehicle and Heavy Equipment Management
  BLM-Owned - Approximately 1,900 motor vehicles and 500 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)

  GSA-Motor Pool Assignments - Approximately 2,400 motor vehicles.

- o Real Property
  BLM-Owned - 1,562 buildings for program administration and management containing 1.8 million square feet.

- o GSA Lease (FY 1987)
  1.4 million square feet of office space, and
  3.4 million square feet of storage, parking, and other space

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Personnel, Training and Safety	220	7,110	185	6,049	185	6,049
Headquarters Office	30	997	25	771	25	771
Field	190	6,113	160	5,278	160	5,278

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

- o Develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each State office, and other Bureau offices where personnel authority is currently delegated;

- o Develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including merit pay for supervisors and the Senior Executive Service;

- o Develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;

- Develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;

- Develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;

- Provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and

- Develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and State office personnel staffs provide the following services to subordinate offices:

- Technical advice and assistance to line management concerning labor relations activities that involve Bureau offices and employees. Over 2,200 Bureau employees are represented by two unions at 20 geographic locations. Additionally, the National Federation of Federal Employees has been accorded a national consultation right since they represent more than 10 percent of Bureau employees. This requires the Bureau to inform the union of any substantive change in conditions of employment proposed by BLM management and to consider their views and recommendations prior to final implementation; and

- Counseling of employees including advice, assistance, interpretation, and guidance concerning the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical reviews of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director. Of particular importance is the Bureauwide conflict of interest program which entails the services of 2 full-time and 15 collateral duty employees who personally contact 3,500 employees to obtain 4,500 forms related to financial disclosure requirements under 6 statutes.

The servicing personnel office and safety specialist in each State office and in other field offices carry out the operational aspects of the program, which include:

- Staffing and organizational analysis and classification of 8,000 positions;

- Processing 35,000 personnel actions and issuing 2,000 vacancy announcements annually involved in the process of selecting, appointing, reassigning, promoting and releasing employees;

- o Determining training needs and advising supervisors on training opportunities;
- o Developing and managing a program to ensure that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;
- o Providing information on employee benefits and processing 1,446 employee awards;
- o Handling 300 employee grievances and complaints; and
- o Developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

A major savings is expected by meeting the Bureauwide ratio of one personnelist to 60 employees. It is estimated that this management initiative savings will be 35 FTE and $1,061,000.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Financial Management	91	2,580	90	2,546	90	2,546
Headquarters Office	12	410	11	376	11	376
Field	79	2,170	79	2,170	79	2,170

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- o Develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that is fully integrated with the Bureau's budgeting system and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary. Continuing Treasury and OMB innovations relating to cash transactions and reporting have required frequent revisions to the automated financial management system and internal control mechanisms;
- o Provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;
- o Provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;

- Develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to State and local governments;

- Administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal Government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, State and local government officials;

- Monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and

- Investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports, audits vouchers, billings and invoices; processes payments; maintains payroll records; handles receivables; and accounts for receipts. Finance staffs at Headquarters and DSC process approximately 378,000 payroll actions, 158,000 payments, and 227,000 billing, collection, and other miscellaneous accounting documents each year.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Records and Directives Systems Management	136	3,485	135	3,452	135	3,452
Headquarters Office	12	422	11	389	11	389
Field	124	3,063	124	3,063	124	3,063

The records, paperwork and directives management staffs in the Headquarters Office and at all organizational levels maintain the official files, central records and Bureau directives in accordance with the Bureauwide program for paperwork management. The Headquarters staff develops standards and procedures and reviews all directives issued by the Director's Office. The Denver Service Center staff provides assistance, training and quality control. The BLM's record holdings are comprised of 131,169 cubic feet of records and 47,726 cubic feet of library reference material.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Other Management Support						
Headquarters Office	34	1,220	32	1,146	32	1,146

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support includes the following:

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	$	FTE	$	FTE	$
Congressional Liaison	3	161	3	161	3	161
Management Support	31	1,059	29	985	29	985

BUREAUWIDE FIXED COSTS

Base program

The table below compares the individual item costs for FY 1986, FY 1987 Base, and FY 1987 Estimate, and shows the increase or decrease of the FY 1987 Estimate from the FY 1987 Base.

(Dollar amounts in thousands)

Cost Item	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) or Dec. (-)
Space Rental (Rent)	25,994	25,057	25,057	---
General Purpose Wire Communications	(8,410)	(8,410)	(9,829)	(+1,419)
FTS	2,305	2,305	2,455	+150
Commercial Telephone	5,825	5,825	7,094	+1,269
Facsimile Equipment	280	280	280	---
Transfer of Duty Station Moves	3,128	3,128	4,790	+1,662
Mail and Postal Service	3,000	3,000	3,000	---
Injured Employee Compensation	2,205	2,207	2,207	---
Employee Unemployment Compensation	1,400	1,700	1,700	---
Departmental Services	390	390	557	+167
Total, Fixed Costs	$44,527	$43,892	$47,140	+3,248

Item Description:

Space Rental - The FY 1987 level is $25,057,000 at both the Base and Estimate levels.

This amount is the estimate of GSA's Commercially Based Rent (Rent) charge for rental of office, warehouse, storage, and other facilities in FY 1987 which are occupied by BLM. This estimate includes the Bureau's share of the cost of Departmentally controlled space in the Main Interior building. The amount of $25,057,000 represents a 4 percent decrease below the FY 1986 level, mostly because of the reappraisal by GSA of rental rates on all their leased space, as required under the new Rent system which replaces the Standard Level User Charge (SLUC) rate structure in FY 1987. The reappraised rental rates in the western United States, where most BLM leased space is located, are generally lower than under SLUC. The original Rent rates that GSA proposed for FY 1987 were actually higher than for FY 1986 SLUC, but based upon direction from the Office of Management and Budget to help reduce spending in the Federal Government, the rates were reduced by 15 percent. GSA has indicated that the full commercial equivalent rent rates will be scheduled for implementation in FY 1988.

General Purpose Wire Communications - The FY 1987 Base is $8,410,000, and the Estimate is $9,829,000. There is an increase of $1,419,000.

This cost includes:

	FY 1987 Base	FY 1987 Estimate	Difference
FTS Charge	2,305	2,455	+150
Commercial telephone	5,825	7,094	+1,269
Facsimile equipment	280	280	---

The FTS estimate reflects anticipated rate increases which will, to a large degree, offset the anticipated decrease in line-minute usage.

As a result of the AT&T divestiture, commercial telephone costs have been increasing and are expected to increase each year through 1987, mostly due to the acquisition cost of administrative telephone systems. At the time that divestiture took effect, AT&T assumed ownership of all phone systems that were previously available to customers on a lease-basis and, as a result, it became necessary for phone system users such as BLM to buy replacement systems. The Bureau is planning to purchase the systems on a competitive basis each year through 1987, resulting in an additional need of $1,269,000.

Transfer of Duty Station/Household Moves - The FY 1987 Base is $3,128,000, and the Estimate is $4,790,000, an increase of $1,662,000.

The increase of $1,662,000 is needed to pay for increasing costs of transferring personnel to meet changing workloads at different locations in the Bureau and to cover the rising expense of transfers resulting from changes in allowable rates and benefits.

Public Law 98-151, signed on November 14, 1983, provided for significant increases in moving allowances for Federal Employees, including several significant new relocation benefits. In FY 1984, the first year the Act and its regulations were implemented, Bureau costs for interstate transfers of personnel at grade GS-11 or above amounted to approximately $4.3 million. Assuming the level of transfers remains constant in FY 1987, an increase of $1,662,000 over the Base level of $3,128,000 will be needed.

Additionally, P.L. 98-151 provided for a relocation income tax (RIT) allowance for reimbursement of additional Federal, State, and local income taxes incurred by transferred Federal employees as a result of certain relocation expense reimbursements. Since implementing instructions for RIT were not issued by GSA until April, 1985, no costs for this new allowance have been incurred to date. The prediction of the actual cost to the Bureau of these benefits is presently, at best, uncertain. Our current estimate is that the additional FY 1987 funding needed to cover RIT costs will be $490,000; however, more accurate data can be obtained only after more experience is gained in implementing the new regulations.

Mail and Postal - The FY 1987 Base and Estimate are both $3,000,000.

The U.S. Postal Service (USPS) assesses the Bureau for mail and postal tariffs. The FY 1987 Estimate assumes that there will not be postal rate increases during FY 1987, and that the Bureau's volume of mail sent out will remain at the FY 1984 level.

Injured Employee Compensation - The FY 1986 Base and Estimate are both $2,207,000.

The Department of Labor (DOL) annually assesses each Bureau and Office for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund.

Employee Unemployment Compensation - The FY 1986 Base and Estimate are both $1,700,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies.

Departmental Services - The FY 1987 Base is $390,000, and the Estimate is $557,000. There is an increase of $167,000.

This estimate represents the Bureau's share of costs for common services provided in Washington at the Departmental level such as health services, building security, library, and printing services. The increase of $167,000 is for BLM's share of the centralized mail processing services that the Department is to provide for all Bureau's and Offices located at the Interior Complex (Interior and Interior South buildings) in Washington.

Distribution of change by object class

The object class detail for the proposed general administration increase of $3,248,000 is as follows:

	Amount
Personnel benefits	+$1,712,000
Communications, utilities, and other rent	+1,364,000
Other services	+172,000
Total	+$3,248,000

Bureau of Land Management

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Management of Lands and Resources

Object Class		1987 Base FTE	1987 Base Amount	1987 Estimate FTE	1987 Estimate Amount	Inc.(+) or Dec.(-) FTE	Inc.(+) or Dec.(-) Amount
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	7,252	198,299	7,298	199,746	46	1,447
11.3	Positions other than permanent	287	4,758	289	4,786	2	28
11.5	Other personnel compensation 1/	(280)	2,700	(280)	2,700	(---)	---
11.8	Special personal services payments	---	200	---	200	---	---
	Total personnel compensation	8,427 2/	205,957	8,475 2/	207,432	48	1,475
	Other Objects						
12.1	Personnel benefits		31,266		33,189		1,923
13.0	Benefits to former employees		900		900		---
21.0	Travel & transportation of persons		16,261		16,500		239
22.0	Transportation of things		10,712		11,000		288
23.1	Standard level user charges		25,057		25,057		---
23.2	Communications, utilities, and other rent		15,236		17,000		1,764
24.0	Printing and reproduction		1,384		1,500		116
25.0	Other services		42,958		55,434		12,476
26.0	Supplies and materials		11,267		13,000		1,733
31.0	Equipment		5,279		6,000		721
32.0	Lands and structures		2,093		3,000		907
42.0	Insurance claims and indemnities		25		25		---
	Total Requirements		368,395		390,037		21,642

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.
2/ Excludes 888 other than permanent FTE and associated funding which is estimated to be required at the Base and Estimate levels for firefighting. These funds will be borrowed from other accounts in FY 1987.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	1985 actual	1986 estimate	1987 estimate
Program by activities:			
Direct program:			
00.01 Energy and minerals management...	81,215	85,230	83,970
00.02 Lands and realty management.....	41,834	39,319	39,499
00.03 Renewable resources management...	114,482	99,009	113,614
00.04 Planning and data management.....	22,745	22,938	24,358
00.05 Cadastral survey.....	24,826	22,216	22,691
00.06 Firefighting and rehabilitation..	74,101	4,101	4,101
00.07 Technical services.....	14,069	15,074	16,409
00.08 General administration.....	83,081	84,291	85,395
00.09 Pay supplemental (to be distributed)	2,000	---	---
00.10 Rescission (to be distributed)...	-2,900	---	---
00.91 Total direct program.....	455,453	372,178	390,037
01.01 Reimbursable program.....	15,000	15,000	15,000
10.00 Total obligations.....	470,453	387,178	405,037
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GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302		1985 actual	1986 estimate	1987 estimate
	Financing:			
	Offsetting collections from:			
11.00	Federal funds	-11,000	-11,000	-11,000
14.00	Non-Federal sources	-4,000	-4,000	-4,000
22.40	Unobligated balance transferred, net	---	---	---
25.00	Unobligated balance lapsing	---	---	---
39.00	Budget authority	455,453	372,178	390,037
	Budget authority:			
40.00	Appropriation	508,449	372,178	390,037
40.00	Reduction pursuant to P.L. 98-473	-7,877	---	---
41.00	Transferred to other accounts	-45,119	---	---
42.00	Transferred from other accounts	---	---	---
43.00	Appropriation (adjusted)	455,453	372,178	390,037
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	455,453	372,178	390,037
72.40	Obligated balance, start of year	62,273	62,619	58,244
74.40	Obligated balance, end of year	-62,619	-58,244	-58,281
77.00	Adjustments in expired accounts	---	---	---
90.00	Outlays	455,107	376,553	390,000
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GPO : 1981 O - 361-526 (6500)

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STANDARD FORM 300
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302	19 85 actual	19 86 estimate	19 87 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	203,236	199,828	199,746
11.3 Other than full-time permanent	19,671	4,703	4,786
11.5 Other personnel compensation	2,700	2,700	2,700
11.8 Special personal services payments	200	200	200
11.9 Total personnel compensation	225,807	207,431	207,432
12.1 Personnel benefits: Civilian	36,130	33,189	33,189
13.0 Benefits to former employees	900	900	900
21.0 Travel and transportation of persons	17,500	16,000	16,500
22.0 Transportation of things	12,000	9,000	11,000
23.1 Standard level user charges	24,879	25,994	25,057
23.2 Communications, utilities, and other rent	16,000	15,000	17,000
24.0 Printing and reproduction	1,500	1,500	1,500
25.0 Other services	91,212	41,139	55,434
26.0 Supplies and materials	18,000	13,000	13,000
31.0 Equipment	8,000	6,000	6,000
32.0 Lands and structures	3,500	3,000	3,000
42.0 Insurance claims and indemnities	25	25	25
99.0 Subtotal, direct obligations	455,453	372,178	390,037
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14 1109 0 1 302	19 actual 85	19 estimate 86	19 estimate 87
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent	3,447	3,038	2,518
11.3 Other than full-time permanent	1,051	927	762
11.5 Other personnel compensation	200	200	200
11.8 Special personal services payments	---	---	---
11.9 Total personnel compensation	4,698	4,165	3,480
12.1 Personnel benefits: Civilian	750	666	557
21.0 Travel and transportation of persons	600	600	600
22.0 Transportation of things	300	300	300
23.2 Communications, utilities, and other rent	450	450	450
24.0 Printing and reproduction	50	50	50
25.0 Other services	6,152	6,769	7,563
26.0 Supplies and materials	1,700	1,700	1,700
31.0 Equipment	200	200	200
32.0 Lands and structures	100	100	100
99.0 Subtotal, reimbursable obligations	15,000	15,000	15,000
99.9 Total obligations	470,453	387,178	405,037
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	19 85 actual	19 86 estimate	19 87 estimate
Direct:			
Total number of full-time permanent positions	7,489	7,301	7,298
Total compensable workyears:			
Full-time equivalent employment	8,687	8,473	8,475
Full-time equivalent of overtime and holiday hours	280	280	280
Reimbursable:			
Total number of full-time permanent positions	127	111	92
Total compensable workyears:			
Full-time equivalent employment	191	167	138
Full-time equivalent of overtime and holiday hours	5	5	5
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands.

- To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for FY 1987. An amount of $1,203,000 is requested for access purposes to obtain 156 easements across non-Federal land to BLM-managed lands.

Appropriation Language Sheet

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, $1,203,000, to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1986, Public Law 99-).

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$1,203,000] $1,203,000 to remain available until expended.

43 U.S.C. 1701
43 U.S.C. 1715
43 U.S.C. 1762
P.L.

43 U.S.C. 1701 provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interest in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

P.L. _____ the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1986.

Budgetary Resources for Construction and Access

BUREAU OF LAND MANAGEMENT

Account: Construction and Access (14-1110-0-1-302)

FY 1986 Budgetary Status

Budget authority available:	
Appropriation realized	$ 1,203,000
Prior-year unobligated balance brought forward	917,000
Total BA available for obligation	2,120,000
Less anticipated obligations (by activity):	
1. Construction	917,000
2. Access	1,203,000
Total anticipated obligations.	2,120,000

FY 1987 Request

Anticipated unobligated balance brought forward.	---
Plus increases proposed (by activity):	
1. Construction	---
2. Access	1,203,000
Total increase proposed	1,203,000
Total anticipated budget authority available for obligation.	1,203,000

Analysis of Budgetary Resources by Activity

Account: Construction and Access (14-1110-0-1-301)	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Estimate	FY 1987 Inc.(+)/Dec.(-) from 1986
1. Construction				
BA available for obligation:				
Appropriation	825	---	---	---
Unoblig. bal. brt. fwd.	1,982	917	---	-917
Transfers to/from other accounts	---	---	---	---
Total BA available	2,807	917	---	-917
Less obligations	-1,890	-917	---	+917
Unoblig. balance brt. fwd.	917	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)
2. Access				
BA available for obligation:				
Appropriation	1,203	1,203	1,203	---
Unoblig. bal. brt. fwd.	55	---	---	---
Total BA available	1,258	1,203	1,203	---
Less obligations	-1,258	-1,203	-1,203	---
Unoblig. balance brt. fwd	---	---	---	---
(FTE-T)	(31)	(31)	(31)	(---)
Account Total				
BA available for obligation:				
Appropriation	2,028	1,203	1,203	---
Unoblig. balance brt. fwd.	2,037	917	---	-917
Transfers to/from other accounts	---	---	---	---
Total BA available	4,065	2,120	1,203	-917
Less obligations	-3,148	-2,120	-1,203	+917
Unoblig. balance brt. fwd.	917	---	---	---
(FTE-T)	(31)	(31)	(31)	(---)

OVERVIEW OF CONSTRUCTION PROGRAM

BUREAU OF LAND MANAGEMENT

No new construction projects are proposed in FY 1987. The need for restraint in the Federal budget has caused BLM to channel funds into higher priority activities. As a result, emphasis will be directed toward maintenance of the public capital investment.

In FY 1986, the Bureau will complete construction of the 14,500 square foot fire warehouse at Fairbanks, Alaska from funds appropriated in FY 1984.

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

(Dollar amounts in thousands)

	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	1,203	1,203	1,203	1,203	---	---
(FTE-T)	(31)	(31)	(31)	(31)	(---)	---

Authorization

43 U.S.C. 1701, 1715, 1762 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for public lands to be managed on a multiple use basis, and to acquire by purchase, exchange, donation or eminent domain, access to public lands as necessary to manage those lands or interest in lands.
P.L. 84-171	The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.
40 U.S.C. 257	The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

The objective of this program is to open Federal lands to public access as necessary for appropriate uses by acquiring legal rights (easements for road and trail access) across non-Federal land to implement planned BLM resource management programs (particularly forestry and recreation).

FY 1987 program

Funding for the access program at the FY 1987 Base and Estimate level is $1,203,000 and 31 FTE.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners.

It is sometimes necessary to acquire legal access to public lands through the surrounding non-Federally owned lands in order for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these public lands.

In addition to the need for new physical access routes, there are also literally hundreds of private roads across non-Federally owned lands that provide physical access to public land resources which the Bureau has no legal right to use.

Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. Since such access can be denied at any time by the landowners, particularly to private citizens seeking to use these public lands, road use must be legalized to ensure unrestricted physical access to the Federal land and resources. Recent access denials such as have occurred in Colorado and Wyoming indicate the need to provide the public legal access to the public land.

There are an estimated 25 million acres of public lands in the 11 Western States which lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources. The Bureau estimates that 500 million board feet of timber as well as other resources are tied up by unresolved access problems. Development or improvement of the public land resources is not feasible until access has been obtained.

To obtain legal access, the Bureau must locate the existing or proposed road by survey, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses.

At the FY 1987 level, 156 easements will be acquired.

About 42 percent of these easements will be for multiple use purpose, 53 percent will provide access to timber; and 5 percent will support recreation.

The following table compares the workload at the FY 1987 Estimate level with FY 1985 and FY 1986.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) From Base
Easements acquired	144	156	156	156	---

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code 14-1110-0-1-302	19 actual 85	19 estimate 86	19 estimate 87
Program by activities:			
Direct program:			
00.01 Construction	1,890	917	---
00.02 Access	1,258	1,203	1,203
00.91 Total direct program	3,148	2,120	1,203
01.01 Reimbursable program	---	---	---
10.00 Total obligations	3,148	2,120	1,203
Financing:			
Offsetting collections from:			
11.00 Federal funds	---	---	---
14.00 Non-Federal funds	---	---	---
21.40 Unobligated balance available, start of year	-2,037	-917	---
24.40 Unobligated balance available, end of year	917	---	---
39.00 Budget authority	2,028	1,203	1,203
Budget authority:			
40.00 Appropriation	2,053	1,203	1,203
40.00 Reduction pursuant to P.L. 98-473	-25	---	---
42.00 Transferred from other accounts	---	---	---
43.00 Appropriation (adjusted)	2,028	1,203	1,203
Relation of obligations to outlays:			
71.00 Obligations incurred, net	3,148	2,120	1,203
72.40 Obligated balance, start of year	1,233	1,752	774
74.40 Obligated balance, end of year	-1,752	-774	-774
90.00 Outlays	2,629	3,098	1,203

GPO : 1981 O - 361-526 (6500)

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STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302		19 85 actual	19 86 estimate	19 87 estimate
Direct obligations:				
	Personnel compensation:			
11.1	Full-time permanent	900	910	910
11.3	Other than full-time permanent	17	15	15
11.5	Other personnel compensation	5	5	5
11.8	Special personal services payments	---	---	---
11.9	Total personnel compensation	922	930	930
12.1	Personnel benefits: Civilian	114	115	115
21.0	Travel and transportation of persons	30	30	30
22.0	Transportation of things	80	60	30
23.2	Communications, utilities, and other rent	---	---	---
25.0	Other services	83	837	20
26.0	Supplies and materials	208	10	10
31.0	Equipment	---	---	---
32.0	Lands and structures	1,711	138	68
42.0	Insurance claims and indemnities	---	---	---
99.0	Subtotal, direct obligations	3,148	2,120	1,203

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

BLM-197

GPO : 1981 O - 361-526 (6500)

LAND ACQUISITION

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code 14-1110-0-1-302	1985 actual	1986 estimate	1987 estimate
Direct:			
Total number of full-time permanent positions	31	31	31
Total compensable workyears: Full-time equivalent employment	31	31	31
Reimbursable:			
Total number of full-time permanent positions	---	---	---
Total compensable workyears: Full-time equivalent employment	---	---	---

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 361-526 (6300)

Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters, or interests therein, essential to improving the manageability of the public lands and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress, such as the Navajo-Hopi Resettlement Act of 1980.

No new land acquisition projects or requests for new funding are included in the FY 1987 Budget.

Budgetary Resources for Land Acquisition

BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14X5033)

FY 1986 Budgetary Status

Budgetary authority available:	
Appropriation realized	---
Prior-year unobligated balance brought forward	4,136,000
Transfer from other accounts	---
Total BA available for obligation	4,136,000
Less anticipated obligations (by activity):	
1. Acquisition management	---
2. Acquisitions (L&WCF)	-636,000
3. Acquisitions (Non-L&WCF)	-750,000
Total anticipated obligations	-1,386,000

FY 1987 Request

Anticipated unobligated balance brought forward	2,750,000
Plus increases proposed (by activity):	
1. Acquisition management	---
2. Acquisitions (L&WCF)	---
3. Acquisitions (Non-L&WCF)	---
Total increase proposed	---
Total anticipated BA available for obligation	2,750,000

Justification of Program and Performance

Appropriation: Land Acquisition

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Acquisition Management	$	294	---	---	---	---	---
	(FTE-T)	(8)	(---)	(---)	(---)	(---)	(---)
Acquisitions-LWCF	$	2,401	---	---	---	---	---
	(FTE-T)	(---)	(4)	(---)	(---)	(-4)	(---)
Acquisitions-non-LWCF	$	---	---	---	---	---	---
	(FTE-T)	(---)	(3)	(---)	(---)	(-3)	(---)
Total Requirements	$	2,695	---	---	---	---	---
	(FTE-T)	(8)	(7)	(---)	(---)	(-7)	(---)

Authorization

43 U.S.C. 1715, P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (section 318(d)).
16 U.S.C. 4601, 460y, P.L. 91-476 P.L. 95-352	The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interest in land, within the area and selected proximate lands.

Objective

The objectives of this program are to improve the management of the public lands and to carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands to implement those Acts. Acquisitions funds can be provided by either the Land and Water Conservation Fund (LWCF) or by General Funds depending upon the terms of the authorization Act.

FY 1987 program

No new acquisition projects are requested in FY 1987. Present program priorities are to acquire only the most essential parcels by purchase and to emphasize acquisition through exchange wherever possible.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Land Acquisition (14X5033)	FY 1985 Approp.	FY 1986 Estimate	FY 1987 Estimate	FY 1987 Inc. (+)/ Dec.(-) from 1986
1. Acquisition Management				
BA available for obligation:				
Appropriation.....	294,000	---	---	---
Unoblig. bal. brt. fwd.	---	---	---	---
Total BA available.....	294,000	---	---	---
Less obligations.....	-294,000	---	---	---
Unobligated balance brt. fwd. ..	---	---	---	---
(FTE-T)	(8)	(---)	(---)	(---)
2. Acquisitions (L&WCF)				
BA available for obligation:				
Appropriation.....	2,401,000	---	---	---
Unoblig. bal. brt. fwd.	852,000	636,000	---	-636,000
Transfer from other accounts...	---	---	---	---
Total BA available.....	3,253,000	636,000	---	-636,000
Less obligations.....	-2,617,000	-636,000	---	+636,000
Unoblig. balance brt. fwd.	636,000	---	---	---
(FTE-T)	(---)	(4)	(---)	(-4)
3. Acquisitions (Non-L&WCF)				
BA available for obligation:				
Appropriation.....	---	---	---	---
Unoblig. bal. brt. fwd.	2,500,000	3,500,000	2,750,000	-750,000
Transfer to/from other accounts	+2,000,000	---	---	---
Total BA available.....	4,500,000	3,500,000	2,750,000	-750,000
Less obligations.....	-1,000,000	-750,000	---	+750,000
Unoblig. balance brt. fwd.	3,500,000	2,750,000	2,750,000	---
(FTE-T)	(---)	(3)	(---)	(-3)
Account Total:				
BA available for obligation:				
Appropriation.....	2,695,000	---	---	---
Unoblig. bal. brt. fwd.	3,352,000	4,136,000	2,750,000	-1,386,000
Transfer to/from other accounts	+2,000,000	---	---	---
Total BA available.....	8,047,000	4,136,000	2,750,000	-1,386,000
Less obligations.....	-3,911,000	-1,386,000	---	+1,386,000
Unoblig. balance brt. fwd.	4,136,000	2,750,000	2,750,000	---
(FTE-T)	(8)	(7)	(---)	(-7)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code 14-5033-0-1-302	19 85 actual	19 86 estimate	19 87 estimate
Program by activities:			
00.01 Direct program	294	---	---
01.01 Capital investment	3,617	1,386	---
10.00 Total obligations	3,911	1,386	---
Financing:			
21.40 Unobligated balance available, start of year	-3,352	-4,136	-2,750
24.40 Unobligated balance available, end of year	4,136	2,750	2,750
39.00 Budget authority	4,695	---	---
Budget authority:			
40.00 Appropriation	2,750	---	---
40.00 Reduction pursuant to P.L. 98-473	-55	---	---
41.00 Transferred to other accounts	---	---	---
42.00 Transferred from other accounts	2,000	---	---
43.00 Appropriation (adjusted)	4,695	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	3,911	1,386	---
72.40 Obligated balance, start of year	41	2,502	---
74.40 Obligated balance, end of year	-2,502	---	---
90.00 Outlays	1,450	3,888	---
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code 14-5033-0-1-302		1985 actual	1986 estimate	1987 estimate
	Personnel compensation			
11.1	Full-time permanent	220	194	---
11.3	Other than full-time permanent	3	3	---
11.9	Total personnel compensation	223	197	---
12.1	Personnel benefits: Civilian	26	23	---
21.0	Travel and transportation of persons	13	10	---
22.0	Transportation of things	3	3	---
25.0	Other services	130	100	---
26.0	Supplies and materials	1	1	---
32.0	Lands and structures	3,515	1,052	---
99.9	Total obligations	3,911	1,386	---

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

PAYMENTS IN LIEU OF TAXES

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code 14-5033-0-1-302	1985 actual	1986 estimate	1987 estimate
Total number of full-time permanent positions	8	7	---
Total compensable workyears: Full-time equivalent employment	8	7	---
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-526 (0500)

PAYMENTS IN LIEU
OF TAXES

Appropriation: Payments in Lieu of Taxes

31 U.S.C. 6901-6907 provides for payments in lieu of taxes to counties and other units of general local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

Provision is made for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act, or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970, for the Redwood National Park and the national park and national wilderness systems.

Appropriation Language Sheet

Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), $105,000,000, of which not to exceed $400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1986, Public Law 99-).

Appropriation Language Citations

Bureau of Land Management

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907) $105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed $400,000 shall be available for administrative expenses.

P.L. 99-

P.L. 99- , the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1986.

Summary of Requirements

Appropriation: Payments in Lieu of Taxes	FTE-T	Amount
Summary of Base Adjustments:		
Appropriation, 1986	1	105,000
Base Adjustments	---	---
1987 Base Budget	1	105,000

Comparison by activity:	1985 Actual		1986 Estimate		1987 Base		1987 Estimate		Inc. (+)/Dec. (-) from FY 1986		Inc. (+)/Dec.(- From 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amoun
Total Requirements	1	102,900	1	105,000	1	105,000	1	105,000	---	---	---	---

Appropriation: Payments in Lieu of Taxes

(Dollar amounts in thousands)

	1985 Actual	1985 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
$	102,900	105,000	105,000	105,000	---	---
(FTE-T)	(1)	(1)	(1)	(1)	(---)	(---)

Authorization

31 U.S.C. 6901-6907 — 31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land. . . is located."

Objectives

- To determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- To make payments to the extent that funds are available to all qualified recipients.

FY 1987 program

31 U.S.C. 6901-6907, which codified Public Law 94-565, the "Payments in Lieu of Taxes Act" provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective in Fiscal Year 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active Army installations used for non-industrial purposes, and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single-or special-purpose districts, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriation Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

(k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interests therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

Federal payments of $100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

Administrative Expenses

Up to $400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governor's offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	FISCAL YEAR 1984 PAYMENT
ALABAMA	$ 116,030
ALASKA	3,197,406
ARIZONA	8,707,631
ARKANSAS	1,664,804
CALIFORNIA	11,733,221
COLORADO	7,643,480
CONNECTICUT	18,692
DELAWARE	4,433
DISTRICT OF COLUMBIA	5,929
FLORIDA	1,371,487
GEORGIA	784,530
GUAM	792
HAWAII	9,938
IDAHO	7,596,307
ILLINOIS	245,385
INDIANA	263,738
IOWA	122,615
KANSAS	361,754
KENTUCKY	649,683
LOUISIANA	179,882
MAINE	47,178
MARYLAND	54,113
MASSACHUSETTS	71,717
MICHIGAN	1,275,610
MINNESOTA	974,513
MISSISSIPPI	387,288
MISSOURI	1,019,831
MONTANA	8,504,502
NEBRASKA	274,504
NEVADA	5,528,402
NEW HAMPSHIRE	286,958
NEW JERSEY	50,312
NEW MEXICO	10,071,235
NEW YORK	169,841
NORTH CAROLINA	1,206,408
NORTH DAKOTA	533,728
OHIO	305,542
OKLAHOMA	940,315
OREGON	2,728,294
PENNSYLVANIA	261,217
PUERTO RICO	8,420
SOUTH CAROLINA	121,310
SOUTH DAKOTA	1,692,992
TENNESSEE	460,702
TEXAS	929,648
UTAH	8,750,225
VERMONT	110,445
VIRGIN ISLANDS	21,164

STATE	FISCAL YEAR 1984 PAYMENT
VIRGINIA	$ 1,141,074
WASHINGTON	3,001,321
WEST VIRGINIA	785,613
WISCONSIN	538,167
WYOMING	7,706,042
TOTALS	$104,636,368

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes	1987 Base		1987 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11 Personnel Compensation:						
11.1 Full-time permanent	1	54	1	54	---	---
Other Objects						
12.1 Personnel benefits		6		6		---
25.0 Other services		21		21		---
26.0 Supplies and materials		1		1		---
31.0 Equipment		19		19		---
41.0 Grants, subsidies, and contributions		104,899		104,899		---
Total requirements		105,000		105,000		---

Type size:
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Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-852	1985 actual	1986 estimate	1987 estimate
Program by activities:			
10.00 Total obligations	102,900	105,000	105,000
Financing:			
25.00 Unobligated balance lapsing	---	---	---
39.00 Budget authority	102,900	105,000	105,000
Budget authority:			
40.00 Appropriation	105,000	105,000	105,000
40.00 Reduction pursuant to P.L. 98-473	-2,100	---	---
43.00 Appropriation (adjusted)	102,900	105,000	105,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net	102,900	105,000	105,000
72.40 Obligated balance, start of year	545	545	545
74.40 Obligated balance, end of year	-545	-545	-545
77.00 Adjustments in expired accounts	---	---	---
90.00 Outlays	102,900	105,000	105,000
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

Type size:
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Case 180
Red underscore
Case 210

STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code 14-1114-0-1-852		1985 actual	1986 estimate	1987 estimate
11.1	Personnel compensation: Full-time permanent	56	57	57
12.1	Personnel benefits: Civilian	6	6	6
25.0	Other services	21	21	21
26.0	Supplies and materials	1	1	1
31.0	Equipment	19	19	19
41.0	Grants, subsidies, and contributions	102,797	104,896	104,896
99.9	Total obligations	102,900	105,000	105,000

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 0 - 361-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code 14-1114-0-1-852	1985 actual	1986 estimate	1987 estimate
Total number of full-time permanent positions.....	1	1	1
Total compensable workyears: Full-time equivalent employment.....	1	1	1
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OREGON & CALIFORNIA
GRANT LANDS

GPO : 1981 O - 361-526 (6500)

OREGON & CALIFORNIA
GRANT LANDS

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (490,000 acres) included within National Forests and managed by the Forest Service are funded within the Forest Service budget request, not through this account.

The major activities financed by this appropriation are BLM programs which provide the following:

Construction and Acquisition ($516,000)

Provides for the acquisition of timber sale road easements, road use agreements for timber access and resource management roads, signing, transportation planning, survey and design of timber access roads, and rock aggregate used in the construction of timber access roads.

Maintenance: ($3,464,000)

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites, and for a transportation system necessary for the marketing of timber from the timber lands in western Oregon.

Renewable Resources Management: ($46,790,000)

Provides for the marketing of 1.183 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. In addition, fire protection is provided on 2,375,823 acres of commercial forest land. Other resource programs including Range Management; Soil, Water and Air Management; Wildlife Habitat Management; and Recreation Management are funded in this activity.

Planning and Data Management ($390,000)

Provides for the maintenance of land use plans and for the automated data processing support required for conducting 500 annual timber sales as well as other ADP requirements.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Since FY 1939, amounts have been appropriated to the Interior Department for administration of the O&C lands, out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Since FY 1953, Congress has appropriated some or all of these subsection (b) receipts for development, protection and management of the O&C lands. From FY 1961 through FY 1981 an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" Appropriation.

In FY 1982, for the first time, Congress made a direct, definite appropriation for managing the O&C lands to eliminate the uncertainty occuring under the receipt limitation appropriation which was caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C appropriation". Beginning with FY 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM. BLM's FY 1987 O&C appropriation request is a continuation of these concepts.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands and the Coos Bay Wagon Road Lands (CBWR) are a source of revenue to both the U.S. Treasury and the 18 O&C counties of western Oregon.

Actual receipts for FY 1984 and estimates for FY 1985, FY 1986 and FY 1987 are as follows:

Receipts O&C and CBWR Lands

(Dollar amounts in thousands)

	FY 1984 Estimate	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Estimate
O&C	$134,082	$115,100	$104,900	$115,900
CBWR	6,657	3,900	3,600	3,900
Total	$140,739	$119,000	$108,500	$119,800

O&C receipts are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Counties are paid in the year following the collection of receipts.

Distribution of O&C Receipts

(Dollar amounts in thousands)

	FY 1984	FY 1985	FY 1986	FY 1987	FY 1988
O&C Counties	$46,153	$67,041	$57,550	$52,450	$57,950
Treasury	67,041	57,550	52,450	57,950	61,650

Appropriation Language Sheet

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; $51,160,000 to remain available until expended: Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Public Law 99- , making appropriations for the Department of the Interior and related agencies, 1986.)

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; $51,160,000 to remain available until expended:

43 U.S.C. 1181
P.L. 75-405

The Oregon and California Grant Land Act of August 28, 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

2. Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in FY 1953. At that time, and at the establishment of the BLM Construction appropriation account in FY 1951, the Appropriations Act provided that funds appropriated for road construction shall be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the FY 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Oregon and California Grant Lands

(dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENT	FTE-T	Amount	FTE-T	Amount
Appropriation, 1986	---	---	998	51160
Anticipated savings from management initiatives				
Management bulge reduction	---	-135		
Net anticipated savings from management initiatives			---	-135
FY 1987 Base Budget	----	----	998	51025

	1985 Actual		1986 Pres. Budget		1987 Base		1987 Estimate		From 1986 Appropriation		Inc(+)/Dec(-) Over 1987 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
OREGON AND CALIFORNIA GRANT LANDS												
Construction and Acqisition												
Building Construction	0	0	0	0	0	0	0	0	0	0	0	0
Recreation Construction	0	0	0	0	0	0	0	0	0	0	0	0
Transportation Construction	6	199	6	199	6	199	6	199	0	0	0	0
Access Acquisition	7	315	7	317	7	317	7	317	0	0	0	0
Subtotal	13	514	13	516	13	516	13	516	0	0	0	0
Maintenance												
Building Maintenance	8	479	8	493	8	493	8	493	0	0	0	0
Recreation Maintenance	28	792	28	835	28	830	28	965	0	130	0	135
Transportation Maintenance	35	2706	35	2011	35	2006	35	2006	0	-5	0	0
Subtotal	71	3977	71	3339	71	3329	71	3464	0	125	0	135
Renewable Resource Management												
Timber Management	513	22782	513	20393	513	20320	513	20320	0	-73	0	0
Timber Development and Reforestation	337	22240	337	22121	337	22074	337	22074	0	-47	0	0
Timber Protection	3	1758	3	2000	3	2000	3	2000	0	0	0	0
Other Forest Resources	55	2408	55	2401	55	2396	55	2396	0	-5	0	0
Subtotal	908	49188	908	46915	908	46790	908	46790	0	-125	0	0

BLM-233

RANGE

	1985 Actual FTE-T	1985 Actual Amount	1986 Pres. Budget FTE-T	1986 Pres. Budget Amount	1987 Base FTE-T	1987 Base Amount	1987 Estimate FTE-T	1987 Estimate Amount	From 1986 Appropriation FTE-T	From 1986 Appropriation Amount	Inc(+)/Dec(-) Over 1987 Base FTE-T	Inc(+)/Dec(-) Over 1987 Base Amount
Planning and Data Management												
Planning	2	48	2	177	2	177	2	177	0	0	0	0
Data Management	4	212	4	213	4	213	4	213	0	0	0	0
Subtotal	6	260	6	390	6	390	6	390	0	0	0	0
TOTAL REQUIREMENTS	998	53939	998	51160	998	51025	998	51160	0	0	0	135

Justification of Base Adjustments

Oregon and California Grant Lands

	FTE	Amount
Anticipated savings from management initiatives ...	---	-135

Savings result of reduction in grade average achieved by refilling vacant positions at a lower grade.

Appropriation: Oregon and California Grant Lands

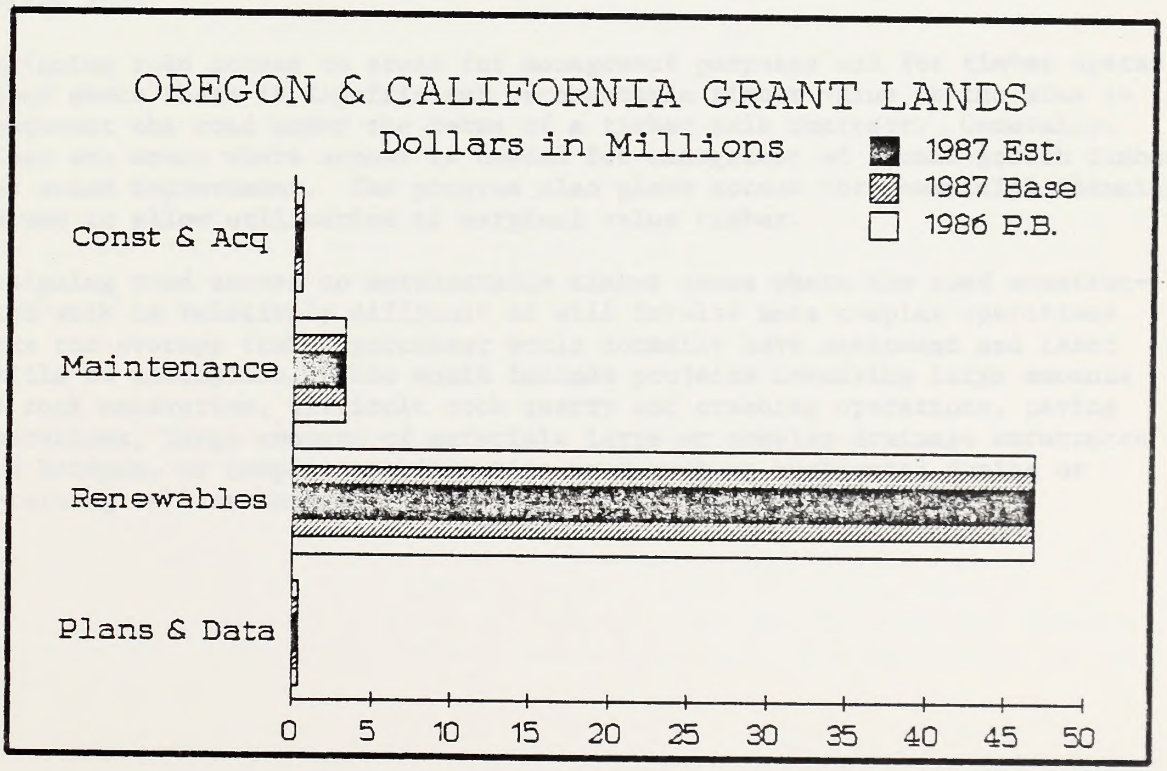
(dollar amounts in thousands)

Activity		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Construction and Acquisition							
BLM	$	514	516	516	516	---	---
	(FTE-T)	(13)	(13)	(13)	(13)	(---)	(---)
Maintenance							
BLM	$	3,677	3,039	3,029	3,164	+125	+135
	(FTE-T)	(71)	(71)	(71)	(71)	(---)	(---)
Federal Highway Administration	$	300	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	3,977	3,339	3,329	3,464	+125	---
	(FTE-T)	(71)	(71)	(71)	(71)	(---)	(---)
Renewable Resources Management							
BLM	$	49,088	46,815	46,690	46,690	-125	---
	(FTE-T)	(908)	(908)	(908)	(908)	(---)	(---)
Federal Highway Administration	$	100	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	49,188	46,915	46,790	46,790	-125	---
	(FTE-T)	(908)	(908)	(908)	(908)	(---)	(---)
Planning and Data Management							
BLM	$	260	390	390	390	---	---
	(FTE-T)	(6)	(6)	(6)	(6)	(---)	(---)
Total Requirements	$	53,939	51,160	51,025	51,160	---	+135
	(FTE-T)	(998)	(998)	(998)	(998)	(---)	(---)

Authorization

43 U.S.C. 1181 P.L. 75-405	The Oregon and California Grant Land Act of 1937 Act provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.
53 Stat. 753	The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.
P.L. 94-579 43 U.S.C. 1702	The Federal Land Policy and Management Act of 1976 applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.



ACTIVITY SUMMARY

Activity: Construction and Access

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
Transportation Construction	199	199	199	199	---
Access Acquisition	315	317	317	317	---
Total	514	515	516	516	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Total	$	199	199	199	199	---	---
Requirements	(FTE-T)	(6)	(6)	(6)	(6)	(---)	(---)

Objective

The major objective of the Transportation Construction program is to provide a safe and energy-efficient transportation system for access to the O&C lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, and related appurtenances such as bridges and signs.

FY 1987 program

The FY 1987 base and estimate levels are $199,000 and 6 FTE-T.

The FY 1987 program level supports the timber management program by providing transportation planning and survey and design work for access roads to permit development and harvest of the timber resource. More specifically, the program provides for:

- Designing road access to areas for management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for management of second-growth timber for stand improvement. The program also plans access for commercial thinning volume to allow utilization of marginal value timber.

- Designing road access to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, paving operations, large amounts of materials large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The following table displays accomplishments in FY 1985 and estimated workloads in FY 1986 and 1987:

Workload Measures	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Estimate & Base	Inc. (+) Dec. (-) from Base
Sign installation (number)	200	200	200	---
Transportation plans (number)	5	5	5	---
Survey and design (miles)	20	20	20	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Access Acquisition

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Total Requirements	$	315	317	317	317	---	---
	(FTE-T)	(7)	(7)	(7)	(7)	(---)	(---)

Objectives

The major objectives of the Access Acquisition program are as follows:

- Obtain and maintain legal access to public lands in support of the forest management program. Legal access must be provided not only to support the timber sale program, but for all forest management activities such as reforestation, thinnings, fertilization, and various other silvicultural activities.

- Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

FY 1987 program

The FY 1987 base and estimate levels are $317,000 and 7 FTE-T.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. It is essential that adequate lead-time be given to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A leadtime of two years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The primary benefits of the access acquisition program include:

o Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate.

o Increased bid prices on those timber sales offered with access assured to all qualified bidders. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.

o Providing continuous legal access to the public for full use and enjoyment of the O&C lands.

The FY 1987 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. Workload measures are displayed in the following table:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Estimate and base	Inc. (+) Dec. (-) from Base
Easement surveys (#)	45	45	45	---
Title evidence acquired	50	50	50	---
Appraisals (#)	40	40	40	---
Easements acquired (#)	40	40	40	---
Road use agreements (#)	4	5	5	---
Supplements to road use agreements (#)	100	100	100	---

Activity Summary

Activity: Maintenance

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc (+) Dec. (-) from Base
Building Maintenance	479	493	493	493	---
Recreation Maintenance	792	835	830	965	+135
Transportation Maintenance	2,706	2,011	2,006	2,006	---
Total	3,977	3,339	3,324	3,464	+135

Justification of Program and Performance

Activity: Maintenance
Subactivity: Building Maintenance

(Dollar amounts in thousands)

Program Elements		FY 985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Total Requirements	$	479	493	493	493	---	---
	(FTE-T)	(8)	(8)	(8)	(8)	(---)	(---)

Objective

The objective of this program is to protect the capital investment made in buildings and related facilities for BLM in western Oregon and to ensure that the facilities continue to provide the service intended throughout their life cycle. Specific objectives include:

- Inspection of all buildings, yards, and parking lots and identification of needed repairs;
- Repair of interior and exterior of buildings as required;
- Repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- Resurfacing of wareyards and driveways, repair of fences, and upkeep on landscaping at administrative facilities.

FY 1987 program

The FY 1987 base and estimate levels are $493,000 and 8 FTE-T.

The types of facilities maintained vary from district office buildings to tree seed extractories and greenhouses for seedling production. The following table displays the number of existing buildings and systems included in the maintenance schedule:

Type of Facility	Number	Size
Office Buildings	7	147,000 sq. ft.
Warehouses	63	61,200 sq. ft.
Flammable liquid storage buildings	4	3,800 sq. ft.
Radio equipment buildings	8	2,300 sq. ft.
Pumphouses	3	8,400 sq. ft.
Seed cleaning facilities	1	7,300 sq. ft.
Seed extraction facilities	4	4,400 sq. ft.
Greenhouses/shadehouses	4	26,200 sq. ft.
Shop buildings	2	38,500 sq. ft.
Grounds (wareyards, lawns)	44	143 acres
Water systems	37	-
Sewer systems	41	-

A majority of the work is accomplished by BLM employee labor and expertise. Specialized expertise for sophisticated control systems is contracted to local firms.

The FY 1987 program level funds maintenance on an as-needed basis on the facilities, grounds, and systems itemized above.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Recreation Maintenance

(dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Total Requirements	$	782	835	830	965	+130	+135
	(FTE-T)	(28)	(28)	(28)	(28)	(---)	(---)

Objectives

The objectives of the program are to ensure that BLM's western Oregon recreation sites are operated and maintained so that: (1) the public receives the maximum recreational benefits from the facilities, (2) natural and cultural resources are not destroyed through overuse, (3) public and employee health and safety are not endangered, and (4) the facilities are maintained so that they last for their designed useful life.

FY 1987 Base

The FY 1987 base level is $830,000 and 28 FTE-T.

The Recreation Maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (# of family units)	702
Developed picnic sites (# of family units)	682
Undeveloped picnic sites (#)	65
Water systems (#)	40
Sewer systems (#)	24
Trails within recreation sites (miles)	19
Signs (#)	90
Hazards (# eliminated)	10

All developed facilities receive preventive and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, and contract, volunteer, and user participation. Written directives covering visitor safety and hazard management and use permits for developed sites and site management have been issued to improve consistency in implementation of maintenance levels from district to district.

The facilities are provided to meet the requirements of the O&C Act for recreation as a facet of management. Having recreation concentrated in specific, defined areas reduces conflicts with other resource management.

High maintenance costs have forced BLM to evaluate its maintenance program in Western Oregon, particularly at "out of the way" sites and at sites experiencing low visitor use. In some instances, services have been reduced. One site has been closed. A greater emphasis is being placed upon the responsibility of the site user to clean up his own area. Volunteers are also assisting in keeping sites clean. BLM has entered into a Cooperative Agreement for maintenance of three major sites with local governments and non-profit organizations.

Increase from 1987 Base

(Dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
$	830	965	+135
(FTE-T)	(28)	(28)	(---)

The proposed increase of $135,000 will augment volunteer and cooperative efforts to maintain BLM's recreation sites in western Oregon. Emphasis will be placed on sewer and water systems to ensure the health and safety of the visiting public. Along with volunteer efforts, it is anticipated that the proposed increase will eliminate the need to close any additional sites in western Oregon.

Distribution of change by object class

The object class detail for the proposed increase of $135,000 is as follows:

	Amount
Other Services	135,000
Total	135,000

Activity: Maintenance
Subactivity: Transportation Maintenance

(Dollar amounts in thousands)

Program Elements		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
BLM	$	2,420	1,711	1,706	1,706	-5	---
	(FTE-T)	(35)	(35)	(35)	(35)	(---)	(---)
Federal Highway Administration	$	300	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	2,720	2,011	2,006	2,006	-5	---
	(FTE-T)	(35)	(35)	(35)	(35)	(---)	(---)

BLM

Objective

The objective of the transportation maintenance program (which is funded through a combination of currently appropriated funds and a permanent appropriation) is to maintain the BLM's western Oregon forest road and trail system in the condition needed for proper land and resource management by providing: (1) improved physical access for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and (2) safe access to forest lands for the forest industry, BLM personnel, and the general public.

FY 1987 program

The FY 1987 base and estimate level for this subactivity from O&C funds is $1,706,000 and 35 FTE-T.

The Bureau is responsible for maintaining a total network of approximately 8,468 miles of road and 59 miles of trail in western Oregon. All trails are maintained each year, however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,000 to 4,800 miles of primary timber haul road and for maintenance, on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all bridges and structures that are an integral part of the road system.

Maintenance of the road system is accomplished primarily by BLM crews plus contracts for materials such as asphalt, aggregate, fuels, culverts, equipment,

and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices and other resource management needs for transportation facilities.

Road maintenance on spur roads is accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties. The BLM timber access road system is one part of a total system that provides access to Federal and private timber lands. A proportionate share of the initial cost of a road is paid by private industry by means of a road use fee system. The share will vary for each road, depending upon the percentage of the total timber volume owned by each party that is tributary to the road or that will eventually be transported over the road. If 50 percent of the volume to be transported over a specific road is private, then private companies will pay 50 percent of the cost of the road by means of road use fees as the timber is harvested and hauled. Funds collected in road use fees are deposited in the Treasury to amortize the Government's original cost for the non-government share of the road use.

In addition to road use fees, each commercial user of BLM roads is assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance through a permanent appropriation to BLM. In FY 1987, the amount estimated to be available from the permanent appropriation is $5.1 million. (See Justification under the Miscellaneous Permanent Appropriations section.) This would provide a total of $6,806,000 for road maintenance work. The total of current appropriations and permanent appropriation amounts is planned for use to accomplish the total workload described in this narrative and the table following:

Workload Measure	FY 1985 Estimate	FY 1986 Approp.	FY 1987 Estimate & Base	Inc. (+) or Dec. (-)
Road maintenance (miles)	4,100	4,100	4,100	---
Trail maintenance (miles)	59	59	59	---
Bridge maintenance (#)	3	3	3	---
Bridge inspections (#)	30	30	30	---
Roadside brush control (miles)	400	400	400	---
Fill and cut slopes maintained (acres)	467	467	467	---
Signs(#)	500	500	500	---

Federal Highway Administration (FHWA)

FY 1987 program

The base and estimate levels are $300,000. The FHWA provides road surfacing aggregate (crushed rock) to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of maintenance required as a result of road use and weather damage.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc (+) Dec. (-) from Base
Timber Management	22,782	20,393	20,320	20,320	---
Timber and Development and Reforestation	22,240	22,121	22,074	22,074	---
Timber Protection	1,758	2,000	2,000	2,000	---
Other Forest Resources	2,408	2,401	2,396	2,396	---
Total	49,188	46,915	46,790	46,790	---

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Management

(Dollar amounts in thousands)

Program Element		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
BLM	$	22,682	20,293	20,220	20,220	-73	---
	(FTE-T)	(513)	(513)	(513)	(513)	(---)	(---)
Federal Highway Administration	$	100	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	22,782	20,393	20,320	20,320	-73	---
	(FTE-T)	(513)	(513)	(513)	(513)	(---)	(---)

Objectives

- Offer 1,183 million board feet of timber for sale from Western Oregon lands.
- Prepare and manage timber sale contracts to insure that the timber is harvested according to contract stipulations and that payments are made according to contract provisions.

FY 1987 program

The FY 1987 base and estimate levels are $20,220,000 and 513 FTE.

Under the O&C Timber Management program, timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181). This law provides that the O&C Grant Lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities, and contributes to local economic stability.

The O&C Act directs that the Secretary announce an allowable harvest level which shall be offered annually for sale given reasonable prices in a normal market.

In FY 1987, BLM will offer the allowable cut level of 1,183 million board feet of timber. This is a slight reduction from the 1,185 million board feet identified in BLM's Timber Management Plans because of certain lands in western Oregon being designated as wilderness by Congress.

The Court ordered ban on the use of herbicides and economic conditions in the timber industry continue to create uncertainty in the Timber Management program.

Effects of Litigation Regarding Herbicides

BLM is under a court order preventing the use of herbicides as a timber development practice until an adequate worst case analysis is completed.

Herbicides are used to eliminate competing vegetation in newly cut areas, thereby reducing the time necessary for forest regeneration. In some areas, competition can be sufficient to hamper forest regeneration to such a degree as to preclude the area from sale. If BLM permanently loses the use of herbicides, then the allowable cut level will have to be reduced. BLM has been phasing in sales reductions while the ban has been in effect.

The BLM is participating with the Forest Service in preparing a worst case analysis which will be completed early in FY 1986. The proposed sale program for FY 1987 assumes that the ban on herbicides will be lifted. The increase in offerings from FY 1986 results from the restoration of herbicide use and can be accomplished at the base funding level under this assumption.

Timber Contract Modification Act

As a result of depressed conditions in the lumber markets, Congress passed the Timber Contract Modification Act (TCMA) of 1984. The Act enables purchasers of timber under certain conditions to sell back to the government their timber sale contracts which were uneconomical to harvest. By FY 1987, BLM will be able to include some of the re-purchased timber in its timber sale program. Some savings may be realized from reoffering timber for sale. Some of these savings result from the fact that some of the work in preparing the sales was accomplished when the timber was initially sold. The greater part of the savings, however, accrue because the timber development practices which supported the sale have already been accomplished (see the Timber Development and Reforestation Estimates). Consequently, some timber development practices in FY 1987 which would otherwise be necessary to support the sale level are not necessary.

The amount of timber reoffered in FY 1987 will depend on the tracts returned by industry and will be determined in developing the FY 1987 timber sale plans. It is estimated that as much as 25% of the FY 1987 Timber Sale program could consist of reoffers. Industry applications to repurchase Timber Sale contracts are due to BLM in September of 1985.

Timber Management Program Components

The major work elements of the timber management program are as follows:

Inventory and Timber Management Planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels.

The gathering of inventory and silvicultural data is done on a 10-year cycle. The eight years between data-gathering efforts are considered the normal years in this element with workloads consisting of the maintenance of technical inventory records and maintenance and updating of timber management and land use plans.

The latest series of timber management plans were completed in 1983. Almost 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. These plans as amended, allow an annual harvest level of 1,183 million board feet.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process which begins with identification of potential sales areas five years in advance. Outyear plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Resource conflict resolution
4. Timber values determination and appraisal
5. Contract preparation
6. Sale advertising and award

The timber sale preparation process starts with field crews physically posting and marking sale boundaries, road locations, log skidding trails, and other work areas needed for the harvest operation. When sale layout is complete, the area is examined to determine the specific effects of logging the area on archaeological and other resource values such as wildlife, fisheries, and soil, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific adverse impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking areas are adjusted to attain the prescribed mitigation.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historicly, the purchaser has had three years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to economic conditions.

Timber Sale Contract Administration

This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is cut. Specific workloads are:

1. Approval of logging plan
2. Monitoring road and logging facilities construction
3. Monitoring progress of timber cutting and calculating payments due

4. Ensuring that payment due is received before additional timber is harvested.
5. Processing contract modifications as needed
6. Monitoring the total logging operation until all timber has been removed from the sale area
7. Monitoring the disposal of logging debris (slash)
8. Processing contract expirations and terminations

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base & Estimate
Inventory (acres)	460,000	430,000	430,000
Timber Sale Plans -			
Annual (#)	21	21	21
5-year (#)	21	21	21
Timber Volume Prepared (MMBF)	1,132	1,145	1,183
Sales Prepared (#)	300	300	300
Timber Volumes Sold/Offered (MMBF)	1,132	1,145	1,183
Contracts Administered (#)	500	500	500
Total Timber Volume Sold - Not Harvested (MMBF EOY)	3,600	3,600*	3,600*
Value of Timber Sold ($000)	96,000	125,000	141,960
Average Sale Price ($/MBF)	85	110	120
Total Volume Harvested (MMBF)	936	950	1,000

* Will depend on the amount of old sales bought back from purchasers.

Federal Highway Administration

FY 1987 program

The FY 1987 base and estimate levels are $100,000. The Federal Highway Administration provides BLM a variety of specialized engineering services associated with the location and design of timber access roads and evaluation of rock quarry sites. The kinds and amount of services rendered by FHWA varies from year to year depending upon the difficulty of road location and number of quarry sites needed. The following is the average workload output. It is estimated that the FY 1986 workload will be near the average level.

Item	Amount
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Development and Reforestation

(Dollar amounts in thousands)

Program Element		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Total Requirements	$	22,240	21,121	22,074	22,074	-47	---
	(FTE-T)	(337)	(337)	(337)	(337)	(---)	(---)

Objectives

The major objective of the Timber Development and Reforestation program is to accomplish the various practices that Allowable Cut Plans indicate are necessary to produce that level of timber production on a sustained yield basis, including:

- o Reforest harvested areas promptly;
- o Maintain or achieve optimum conditions for tree and stand growth (thinnings/release);
- o Improve site fertility (fertilization); and
- o Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases.

FY 1987 Program

The FY 1987 base and program level is $21,074,000 and 337 FTE's. The program provides for reforestation and other timber development practices which increase the productivity of the timber lands in western Oregon. Reforestation is necessary not only to ensure prompt forest regeneration, but also to ensure that the new forest will contain the most desirable timber species (i.e., Douglas Fir in western Oregon).

Prescribed burn and site preparation are frequently required prior to the actual reforestation. Land treatments, such as the use of herbicides, are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, pre-commercial thinning culls selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM, through its tree improvement program will improve the genetic traits of the trees themselves.

The development and reforestation workload is accomplished principally through contracting specific land treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with Bureau personnel, usually temporary employees.

Types of work which involve primarily permanent BLM personnel include studies and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Studies and Research (including Forestry Intensified Research "FIR") - Include all work associated with field studies that are done to identify development needs, monitor results of past actions, and coordinate activities associated with the adaptive and fundamental phases of the FIR contracts and interagency agreements.

Included in the FY 1987 program is $1.3 million for the adaptive and fundamental phases of FIR performed by Oregon State University. This program was developed to improve reforestation and timber and stand improvement technology. Other participants in the program are the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. The program was initiated in 1978 because of reforestation problems that were being encountered in southern Oregon. Currently, more than 227,000 acres of timbered O&C lands have been removed from the allowable cut base because of reforestation problems. These lands could be restored to the base if successful reforestation techniques are developed through such research projects.

Environmental Analysis - Includes all work involved in preparing and reviewing environmental impact statements relating to intensive forest management practices.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting post-treatment surveys to evaluate the effectiveness of land treatments and preparing land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the super- vision and administration of generic improvement, land treatment, service and supply contracts.

Seed Orchard Operation - Includes all work associated with the develop- ment, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Lorane seed orchards, which include progeny test plantations where genetically superior trees are grown for seed production.

Workload changes between the FY 1987 base program and estimated accomplishments in FY 1986 reflect the increase in harvest levels due to improved economic conditions and the impact of the court ordered ban on herbicide treatments.

During the fiscal years FY 1984 through FY 1986 the Timber Development and Reforestation program has been heavily impacted by the court ordered ban on the use of herbicides. Practices such as site preparation and maintenance and release which rely heavily on herbicides have been sharply curtailed. Cost effective alternatives are being employed where possible. However, the alternatives practices are more costly than herbicides.

In FY 1987 BLM assumes that herbicides again will be generally available for use. This will enable BLM to conduct a more efficient overall program. Reforestation efforts will increase because of greater reforestation

requirements resulting from improved economic conditions. Capability to fund the increased reforestation results from the overall efficiencies gained by the use of herbicides. Pre-commercial thinning and fertilization efforts will be reduced to bring them into line with the level of harvest.

Workload Measures	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (+) from Base
Site Preparation (acres)	17,443	17,443	22,000	24,270	+2,270
Reforestation (acres)	16,838	16,838	20,200	22,470	+2,270
Maintenance and Release (acres)	20,710	20,710	34,000	34,000	---
Pre-commercial Thinning (acres)	19,862	19,862	8,000	8,000	---
Fertilization (acres)	11,570	11,570	5,000	5,000	---
Stand conversion	50	500	500	500	---

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Protection

(Dollar amounts in thousands)

Program Element		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Total Requirements	$	1,768	2,000	2,000	2,000	---	---
	(FTE-T)	(3)	(3)	(3)	(3)	(---)	(---)

Objectives

The objective of the Timber Protection program is to protect approximately 2.4 million acres of western Oregon lands from damage by fire.

FY 1987 Program

The FY 1987 Base and Estimate is $2,000,000 and 3 FTE-T. The program includes continued contract protection 2,376,000 acres at a cost of $1,876,000 (75 cents per acre) with the attendant contract administration activities.

Fire protection for all lands under BLM jurisdiction in western Oregon is provided by the State of Oregon Department of Forestry. The existence of the highly effective State protection organization makes it unnecessary for BLM to establish and maintain its own fire suppression organization in western Oregon.

The historical 5-year average of fire occurrence in western Oregon is as follows:

- 34 human-caused fires annually
- 38 lightning-caused forest annually
- 1,232 acres burned annually
- 357 total fires in the past 5 years

Activity: Renewable Resources Management
Subactivity: Other Forest Resources

(Dollar amounts in thousands)

Program Element		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Range Management	$	232	229	229	229	---	---
	(FTE-T)	(4)	(4)	(4)	(4)	(---)	(---)
Recreation Management	$	593	591	590	590	-1	---
	(FTE-T)	(16)	(16)	(16)	(16)	(---)	(---)
Soil, Water and Air Management	$	682	679	677	677	-2	---
	(FTE-T)	(15)	(15)	(15)	(15)	(---)	(---)
Wildlife Management	$	901	902	900	900	-2	---
	(FTE-T)	(20)	(21)	(21)	(21)	(---)	(---)
Total Requirement	$	2,408	2,401	2,396	2,396	-5	---
	(FTE-T)	(55)	(56)	(56)	(56)	(---)	(---)

RANGE MANAGEMENT

Objectives

The major objectives of the Range Management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation-related resource management goals and objectives on western Oregon land.

If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence these plants on the establishment of tree seedlings is reduced. Grazing can have positive effects on timber production if properly managed. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, authorizing grazing use results in harvesting a renewable resource that would otherwise go unused.

FY 1987 program

The FY 1987 base and estimate levels are $229,000 and 4 FTE-T. This program provides for grazing administration on public lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes, when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 138 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The Range Management program workload consists primarily of authorizing and issuing grazing leases, collecting fees, and providing necessary range use supervision and trespass control. Grazing use must be

properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well-blocked lands, coordinated resources management plans have been developed and needed management facilitating projects constructed. In addition, monitoring has been established and is periodically reviewed and evaluated to determine management effectiveness.

Management facilitating projects on O&C lands such as fences and water developments are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. It is also needed to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

The primary benefits of the program are improvement of vegetation-related resource values. The principal benefit to timber production is removal of vegetation that competes with young trees and seedlings.

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base and Estimate
Inventory (000) acres)	10	10	10
Allotments monitored (#)	50	50	50
Leases issued (#)	138	138	138
Lease adjustments	6	6	6
Allotments supervised	83	83	83

RECREATION MANAGEMENT

Objectives

The objectives of the Recreation Management program are as follows:

- Provide recreation opportunities, visitor services/information and protection of high priority special Recreation Management Areas, including the Rogue National Wild and Scenic River, Pacific Crest National Scenic Trail, Rogue River National Recreation Trail, and five major recreation facility areas (Loon Lake, Hyatt Lake, Wildwood, Fisherman's Bend, and Shotgun);

- Protect and maintain high quality scenic visual resources within designated scenic highway corridors, and State recreational management areas in support of cooperative management agreements;

- Improve program cost effectiveness through the use of volunteer programs and coordination/cooperation with State, county and local recreation agencies and organizations; and

- Ensure that all O&C projects are in compliance with Section 106 of the National Historic Preservation Act and Section 2(b) of Executive Order No. 11593 for cultural resource protection and ensure that cultural resources are given full consideration in all land use planning and management decisions.

FY 1987 Program

The FY 1986 base and estimate levels are $590,000 and 16 FTE-T. The western Oregon programs are operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a wide range of recreation opportunities from highly developed campground/picnic areas to dispersed recreation use areas, the program involves managing some three million visits annually to 171 Special Recreation Management Areas and 22 Extensive Recreation Management Areas.

The primary benefits of the recreation management program are as follows:

- Provide a range of public recreation opportunities from highly developed facilities to dispersed activities consistent with intensive forest management objectives, including management of Congressionally designated areas. Through interpretive techniques, management of recreation use occurring on O&C timber lands provides a basis to provide greater public understanding and acceptance of intensive timber management techniques.

- Protect highly sensitive visual resource values consistent with intensive timber management activities.

- Preserve and manage archaeological and historic resources.

- Allow forest management project work to proceed in an orderly fashion in compliance with applicable laws and regulations without disruptions caused by protests and appeals.

- Provide appropriate sites for natural history research, which provide data that aid in resource program planning, including forest management.

SOIL, WATER AND AIR MANAGEMENT

Objectives

o Provide management with specific on-site soil and water information, soil capabilities, suitabilities, behavior and use limitations;

o Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality;

o Support forest management programs with information on air quality, climatology and meteorology;

o Monitor air quality (i.e., acid rain, visibility) and evaluate to ensure that Bureau activities and non-Bureau activities are not negatively impacting air quality-related values; and

o Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

FY 1987 program

The FY 1987 base and estimate levels are $677,000 and 15 FTE-T. This program fulfills provisions of the O&C Act which requires that O&C lands to be managed for permanent forest production, protection of watersheds, and regulation of stream flow. The Bureau guided by Executive Order 12088, is actively involved in State programs for smoke management, monitoring for acid rain, and non-point source water quality problem identification and monitoring.

This program provides direct support to the forest management program as follows:

1. Soil scientists work with forestry personnel in laying out timber sale areas so that soil resources are protected during and after timber harvesting.

2. Soil scientists conduct field studies to find means of increasing or maintaining soil productivity during reforestation work, such as:

   --fertilizer application to the most responsive stands
   --ameliorate effects of soil compaction
   --biological means of maintaining soil nitrogen content
   --on-site evaluations of landslide potential, and
   --vegetative control of erosion from disturbed areas.

3. Hydrologists provide direct application of hydrologic knowledge to specific situations in ongoing and proposed development and management programs including:

   a. On-site investigation, interpretation and analyses to determine hydrologic hazards and risks to aid in development of timber management plans.

   b. Identification of sensitive areas and the recommendation of measures to prevent or mitigate undesirable impacts on the water resource, including groundwaters, aquifers, and streams.

   c. Determination of the effect of timber harvesting on quality, timing and volume of water flow.

   d. Prediction of peak flows and duration in relation to road construction improvements; assistance in development of recommendations on revegetation; assistance in determination of drainage and other treatment practices; and monitoring for effects on water quality control.

   e. Technical expertise to monitor pesticides application program.

The benefits of the program accrue mainly to the resources and include:

1. Maintaining and increasing the soil's capability to produce wood.

2. Ensuring that timber sale plans and sites are in compliance with relevant laws and regulations.

3. Maintaining site productivity through on-site water management and design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife Habitat Management program are to:

- Improve 150 miles of Anadromous fish habitat.
- Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within four months of the initial determination that a proposed may affect T/E species.
- Comply with Section 7 of the ESA by completing consulation with the Fish and Wildlife Service (FES) within 6 months of initial determination that an action may affect a T/E species.
- Comply with the ESA to aid in the recovery of ESA species.
- Comply with Executive Order No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within four months of the initial determination that a proposed action may affect wetland or riparian habitat.

FY 1987 Base

The FY 1987 base and estimate levels are $902,000 and 21 FTE-T. The BLM wildlife habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the public lands, including O&C and CBWR lands in western Oregon. The wildlife program in western Oregon functions mainly in support of the timber management program, which is a dominant use resource program as provided by the O&C Act. The types and extent of wildlife habitat on the western Oregon public lands are summarized in the following table:

Types of Wildlife Habitat on the Western Oregon Lands

Habitat Type	Acres (000)	Miles (00)
Terrestrial	2,226	--
Aquatic	--	12
Wetland	156	--
Lakes and Reservoirs	3	--
Total	2,385	12

One of the most valuable resources in western Oregon is its stream habitat for anadromous fish. In recent years, however, the number of surviving coho salmon has been on the decline. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries, and loss of sport fishing opportunities. In FY 1985, the Congress provided BLM with an additional $245,000 to enhance its stream habitat to increase the number of anadromous fish. In response to this Congressional action BLM has increased

stream improvement projects, intensified steam monitoring, and has initiated a planning effort on a five year program to improve stream habitat. The FY 1987 proposed program maintains this level of effort to improve anadromous fish.

Included is $150,000 for habitat improvement projects on 13 streams in western Oregon and more intensive monitoring. The type of improvement projects include opening of blocked streams in mitigation of past timber harvesting practices, and efforts to improve stream condition by providing more spawning areas to improve survival rates. Specific practices include log jam removal, gravel for replacement, brush removal, and placement of instream structures to improve fish passage over impassable structures. These efforts will be part of BLM's role in an interagency effort to cooperate with the State Coho Salmon Enhancement Program.

Benefits of the wildlife habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public and aiding the economy of western Oregon. The wildlife program provides the timber management program with the required biological and ecological expertise relative to various Federal laws such as the ESA, Sikes Act, NEPA, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders and thus, facilitates an orderly, effective and environmentally sound timber management program. BLM biologists conduct inventories to identify and quantify habitat (terrestrial, aquatic, wetland, and T/E species) into various condition classes and needs.

Activity Summary

Activity: Planning and Data Management

(Dollar amounts in thousands)

Subactivity	FY 1985 Estimate	FY 1986 Estimate	FY1987 Base	FY1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Planning	48	177	177	177	---	---
Data Management	212	213	213	213	---	---
Total	260	390	390	390	---	---

Activity: Planning and Data Management
Subactivity: Planning

(Dollars in thousands)

		FY 1985 Estimate	FY 1986 Estimate	FY1987 Base	FY1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Total Requirements	$	48	177	177	177	---	---
	(FTE-T)	(2)	(2)	(2)	(2)	(---)	(---)

Objectives

The objectives of the planning program in western Oregon are to:

- Develop land use plans which allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and National program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;

- Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;

- Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environment analyses, and public input; and

- Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, National guidance, regional and local concerns.

FY 1987 program

The FY 1987 base and estimate levels are $177,000 and 2 FTE-T. Land use planning is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

BLM planning regulations and policy require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public input on planning issues. The process usually requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decisions.

The existing generation of land use plans were completed in FY 1982. Workload in FY 1987 will be directed to maintenance of existing plans.

The following table displays the status of current western Oregon planning and environmental impact statement preparation:

Plan Name	Plan Status	Resource Mgmt. Plans	EIS Status
Westside Salem*	MFP-completed 1979	Approximately 1990	Final 1981 (Timber)
Eastside Salem*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Eugene*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Roseburg*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Josephine	MFP-completed 1978	Combined Plan 1990	Final 1979 (Timber)
Jackson/Klamath	MFP-completed 1977	Combined Plan 1990	Final 1978 (Timber)
	Range Revision MFP-completed 1982		Final 1983 (Range)
Southcoast/Curry	MFP-completed 1979	Approximately 1990	Final 1981 (Timber)

* Indicates plans impacted by new O&C Timber Management Policy.

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(Dollars in thousands)

		FY 1985 Estimate	FY 1986 Estimate	FY1987 Base	FY1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
Total Requirements	$	212	213	213	213	---	---
	(FTE-T)	(3)	(3)	(3)	(3)	(---)	(---)

Objective

The objective of the data management program is to provide for the continued development and operation of an automated data information system in an effective and efficient manner to support the O&C management program in western Oregon.

Base program

The FY 1987 base level and estimate is $213,000 and 3 FTE-T's. Several data bases are being maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to timber sales program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for BLM seed orchards including progency plantations. Data are maintained for genetically superior trees, orchard clones, progency test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sales values and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula.

The collection and retrieval of the data is funded from the Forest Management subactivity while the operation and maintenance of data system is funded by the Data Management subactivity.

ADP systems have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required; most important is technical expertise in the subject matter field -- Inventory Foresters, Silviculturalists, Geneticists, Biometricians, and Timber Appraisal Specialists. Second is the ADP technical expertise -- Programmers, Computer Specialists, and Systems Analysts.

The average annual workload quantified in terms of records maintained is:

Allowable cut 5-PT inventory	100,000	80-character records
Orchard record	80,000	80-character records
Reforestation	45,000	270-character records
Operations inventory	50,000	540-character records
Timber appraisals (cruise, scale, 3-P)		

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

Object Class		1987 Base FTE	1987 Base Amount	1987 Estimate FTE	1987 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11	Personnel Compensation:						
11.1	Permanent positions - FTE-P	944	23,536	944	23,536	---	---
11.3	Positions other than permanent 1/	54	2,078	54	2,078	---	---
11.5	Other personnel compensation		420		420	---	---
	Total personnel compensation	998	26,034	998	26,034	---	---
Other Objects							
12.1	Personnel benefits		3,254		3,254		---
21.0	Travel and transportation of persons		600		600		---
22.0	Transportation of things		2,400		2,400		---
23.2	Other rent, comm., and utilities		800		800		---
24.0	Printing and reproduction		50		50		---
25.0	Other services		7,387		7,522		+135
26.0	Supplies and materials		2,000		2,000		---
31.0	Equipment		1,000		1,000		---
32.0	Lands and structures		7,500		7,500		---
42.0	Insurance claims and indemnities		---		---		---
	Total Requirements		51,025		51,160		+135

1/ FTE-OTP = FTE-T (-) FTE-P

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code 14-1116-0-1-302	19 85 actual	19 86 estimate	19 87 estimate
Program by activities:			
00.01 Construction and acquisition	514	516	516
00.02 Maintenance	4,005	3,339	3,464
00.03 Renewable resource management	49,510	46,915	47,790
00.04 Planning and data management	260	390	390
00.05 Rescission (to be distributed)	-350	---	---
10.00 Total obligations	53,939	51,160	52,160
Financing:			
21.40 Unobligated balance available, start of year	-788	-3,788	-3,788
22.40 Unobligated balance transferred, net	---	---	---
24.40 Unobligated balance available, end of year	3,788	3,788	2,788
39.00 Budget authority	56,939	51,160	51,160
Budget authority:			
40.00 Appropriation	55,047	51,160	51,160
40.00 Reduction pursuant to P.L. 98-473	-1,108	---	---
42.00 Transferred from other accounts	3,000	---	---
43.00 Appropriation (adjusted)	56,939	51,160	51,160
Relation of obligations to outlays:			
71.00 Obligations incurred, net	53,939	51,160	52,160
72.40 Obligated balance, start of year	10,296	10,296	10,296
74.40 Obligated balance, end of year	-10,296	-10,296	-10,296
90.00 Outlays	53,939	51,160	52,160
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RANGE IMPROVEMENTS

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302	19 actual 85	19 estimate 86	19 estimate 87
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent	23,337	23,536	23,536
11.3 Other than full-time permanent	2,061	2,078	2,078
11.5 Other personnel compensation	416	390	390
11.8 Special personal services payments	30	30	30
11.9 Total personnel compensation	25,844	26,034	26,034
12.1 Personnel benefits: Civilian	3,231	3,254	3,254
21.0 Travel and transportation of persons	600	600	600
22.0 Transportation of things	2,400	2,400	2,400
23.2 Communications, utilities, and other rent	800	800	800
24.0 Printing and reproduction	50	50	50
25.0 Other services	10,114	7,122	8,122
26.0 Supplies and materials	2,000	2,000	2,000
31.0 Equipment	1,000	1,000	1,000
32.0 Lands and structures	7,500	7,500	7,500
42.0 Insurance claims and indemnities	---	---	---
99.0 Subtotal, Bureau of Land Management	53,539	50,760	51,760

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

RANGE IMPROVEMENTS

GPO : 1981 O - 341-576 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302	19 actual 85	19 estimate 86	19 estimate 87
ALLOCATION ACCOUNTS			
Personnel compensation:			
11.1 Full-time permanent	130	130	130
11.3 Other than full-time permanent	16	16	16
11.5 Other personnel compensation	13	13	13
11.9 Total personnel compensation	159	159	159
12.1 Personnel benefits: Civilian	17	17	17
21.0 Travel and transportation of persons	25	25	25
22.0 Transportation of things	5	5	5
23.2 Communications, utilities, and other rent	10	10	10
24.0 Printing and reproduction	1	1	1
25.0 Other services	9	9	9
26.0 Supplies and materials	7	7	7
31.0 Equipment	---	---	---
32.0 Lands and structures	167	167	167
41.0 Grants, subsidies, and contributions	---	---	---
42.0 Insurance claims and indemnities	---	---	---
99.0 Subtotal, allocation accounts	400	400	400
99.9 Total obligations	53,939	51,160	52,260
Obligations are distributed as follows:			
Interior--Bureau of Land Management	53,539	50,760	51,760
Transportation--Federal Highway Administration	400	400	400
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

RANGE IMPROVEMENTS

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code 14-1116-0-1-302	19 85 actual	19 86 estimate	19 87 estimate
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions	897	897	897
Total compensable workyears:			
Full-time equivalent employment	998	998	998
Full-time equivalent of overtime and holiday hours	16	15	15
ALLOCATION ACCOUNTS			
Total number of full-time permanent positions	4	4	4
Total compensable workyears: Full-time equivalent employment	4	4	4
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RANGE IMPROVEMENTS

GPO : 1981 O - 361-526 (6500)

RANGE
IMPROVEMENTS

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

Section 6(b) of the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1905(b)) in part reads as follows: "The second sentence of Section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1) is hereby amended by adding the words 'or $10,000,000 per annum, whichever is greater' after the words '50 per centum',..." This amendment provides that the Range Improvements appropriation will be 50 percent of the grazing receipts collected during the previous year or $10,000,000, whichever is greater.

The Public Rangeland Improvement Act (PRIA) of 1978 required the Forest Service and the Bureau of Land Management to prepare a study of the 7-year trial grazing fee formula and report the findings to Congress. The Study has been completed in draft and is currently undergoing public review with the final report to be submitted in fall of 1985. It is assumed for the FY 1987 Budget Justification that the grazing fee would continue under the current basic PRIA formula. Any change in grazing fees will be implemented at the beginning of the 1986 grazing season which begins March 1, 1986. As a result the range improvement appropriation, is estimated to remain at the current level of $10,000,000.

SPECIAL ACQUISITION

Appropriation Language Sheet

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), nothwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), but not less than $10,000,000 (43 U.S.C. 1901), and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses[: Provided further, That the dollar equivalent of value, in excess of the grazing fee established under law and paid to the United States Government, received by any permittee or lessee as compensation for an assignment or other conveyance of a grazing permit or lease, or any grazing privileges or rights thereunder, and in excess of the installation and maintenance cost of grazing improvements provided for by the permittee in the allotment management plan or amendments or otherwise approved by the Bureau of Land Management, shall be paid to the Bureau of Land Management and disposed of as provided for by section 401(b) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701): Provided further, That if the dollar value prescribed above is not paid to the Bureau of Land Management, the grazing permit or lease shall be cancelled].

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99- .)

Justification of Proposed Language Changes

Range Improvements

1. Deletion: [":Provided further, That the dollar equivalent of value, in excess of the grazing fee established under law and paid to the United States Government, received by any permittee or lessee as compensation for an assignment or other conveyance of a grazing permit or lease, or any grazing privileges or rights thereunder, and in excess of the installation and maintenance cost of grazing improvements provided for by the permittee in the allotment management plan or amendments or otherwise approved by the Bureau of Land Management, shall be paid to the Bureau of Land Management and disposed of as provided for by section 401(b) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701): Provided further, That if the dollar value prescribed above is not paid to the Bureau of Land Management, the grazing permit or lease shall be cancelled".]

As written, the language potentially constrains legitimate transfers of grazing permits, such as sales and leases of base property. The condition which reads "for an assignment or other conveyance," arguably goes beyond the intent of the language, which was specifically aimed at illegal subleasing arrangements whereby the permittee profits directly through receipt of higher fees than paid to the United States. Although this problem could be solved by changing the language, we propose that the language be deleted in its entirety in the 1986 appropriations bill for the following reasons.

Regulations defining and controlling illegal subleasing of grazing permits are scheduled to be placed in effect in August 1985. These regulations will provide penalties against violators by requiring the payment to the U.S. of those profits made through illegal subleasing arrangements, as provided for in the appropriations language. However, the regulations also include penalties under other authorities which call for trespass action against unauthorized third parties, and cancellation or reduction of grazing privileges for permittees who engage in illegal subleasing. Therefore, deletion of the language would only affect the penalty calling for payment of illegal subleasing profits to the U.S. This provision will be extremely difficult and cumbersome to enforce since there has been no prior history to establish legal and administrative procedures through which these profits can be determined and recovered. The remaining penalties (i.e., trespass, cancellation, reduction) are well-established procedures and will have the effect of deterring both the permittee and any third party from entering into illegal subleasing arrangements.

SPECIAL ACQUISITION

Appropriation Language Citations

Range Improvements

Appropriation language and citations:

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Nothwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "but not less than $10,000,000 (43 U.S.C. 1901),"

43 U.S.C. 1901, 1905(b)

43 U.S.C. 1905(b) amends section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) by adding the words "or $10,000,000 per annum, whichever is greater" after the words "50 per centum."

4. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010
E.O. 10046; 10175; 10234; 10322; 10787; 10890,
30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is tranferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

5. "to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses."

P.L. 99-

P.L. 99- , the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides that the appropriation shall remain available until expended and that a maximum of $600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

Appropriation: Range Improvements	FTE-T	Amount
Appropriation, 1986	130	10,000
Base Adjustments	---	---
1987 Base Budget	130	10,000

	1985 Actual		1986 Enacted To Date		1987 Base		1987 Estimate		Inc.(+)/Dec.(-) from 1985		Inc.(+)/Dec.(-) over 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activity:												
1. Improvements to Public Lands	103	8,000	103	8,000	103	8,000	103	8,000	---	---	---	---
2. Farm Tenant Act (LU) Lands	27	1,400	27	1,400	27	1,400	27	1,400	---	---	---	---
3. Administrative Expenses	---	600	---	600	---	600	---	600	---	---	---	---
Total Requirements	130	10,000	130	10,000	130	10,000	130	10,000	---	---	---	---

Justification of Program and Performance

Appropriation: Range Improvements

(Dollar amounts in thousands)

Activity 1/		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
Improvements to Public Lands	$	8,000	8,000	8,000	8,000	---	---
	(FTE-T)	(103)	(103)	(103)	(103)	(---)	(---)
Farm Tenant Act (LU) Lands	$	1,400	1,400	1,400	1,400	---	---
	(FTE-T)	(27)	(27)	(27)	(27)	(---)	(---)
Administrative Expenses	$	600	600	600	600	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	10,000	10,000	10,000	10,000	---	---
	(FTE-T)	(130)	(130)	(130)	(130)	(---)	(---)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides that 50 percent of grazing fees are appropriated for range betterment. Half the appro- priated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the grazing management or other appropriate program elements in the "Management of Lands and Resources" appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore, the justification covers the entire appropriation with a single narrative justification.

SPECIAL ACQUISITION

30 U.S.C. 355	The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.
43 U.S.C. 1901, 1905 P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.
7 U.S.C. 1010, 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objective

The objective of the Range Improvements appropriation is to improve public rangeland productivity for resultant benefits to livestock production, wildlife, and watershed protection.

This will be accomplished by:

1. Construction and development of improvements specifically called for in existing activity plans designed as a structured program for protection or improvement of rangeland conditions.

2. Initiating on-the-ground improvements called for in new activity plans.

3. Construction and development of range improvement projects to prevent resource damage or relieve conflicts in resource use.

FY 1987 program

The FY 1987 Estimate for Range Improvements is $10,000,000 and 130 FTE.

This appropriation finances actions designed to improve public rangeland condition. Improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

FLPMA directs that one-half of the Range Improvements appropriation must be returned for use in the districts from which the fees were collected; the other

half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the appropriation will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. This allows for the maximum amount of improvement work to be accomplished with available funds. Most of the work is accomplished through contracts with some being done in house where capability exists and factors such as cost effectiveness and expediency are favorable.

Land use planning including activity plans provides the basis for determining what improvements are needed. These plans subsequently are analyzed to determine the costs and benefits of improvements and determine appropriate schedules for construction/development. After the preliminary work is accomplished using other activity funding, Range Improvements funds are then directed to actions necessary for implementation.

Rangeland users are encouraged to participate in rangeland improvement by contributing funds or improvements through coordinated and cooperative management. Under current policy, the Range Improvements appropriation will not be used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement will be responsible for maintaining that improvement. Thus, livestock operators will be responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, will be funded from MLR grazing management funds. This policy allows a greater proportion of the Range Improvements appropriation to be used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The noxious weed control program is a cooperative effort between BLM, State and local agencies. The control of noxious weeds on public lands is a major concern. Increased funding for this program would improve range conditions and aleviate associated problems on croplands.

Projected workload accomplishments between FY 1985 and FY 1987 are indicated in the following table:

Workload Measure	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate
Stuctural Developments (number)	1,269	1,306	1,300	1,300
Land/Veg. Treatments (acres)	119,000	119,000	119,000	145,000
Weed Control Projects (number)	132	132	132	200

SPECIAL ACQUISITION

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Range Improvements	1987 Base		1987 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11. Personnel Compensation:						
11.1 Full-time permanent	118	2,650	118	2,650	---	---
11.3 Other than full-time permanent	12	292	12	292	---	---
11.5 Other personnel compensation	---	100	---	100	---	---
Total personnel compensation	130	3,042	130	3,042	---	---
Other Objects						
12.1 Personnel benefits		365		365		---
21.0 Travel and transportation of persons		150		150		---
22.0 Transportation of things		700		700		---
23.2 Communications, utilities, and other rent		40		40		---
25.0 Other services		1,200		1,200		---
25.0 Supplies and materials		2,103		2,103		---
31.0 Equipment		400		400		---
32.0 Lands and structures		2,000		2,000		---
Total requirements		10,000		10,000		---

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Amounts Available for Appropriation (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
Unappropriated balance, start of year...	5,987	5,749	5,749
Collections (including offsetting receipts).....	16,448	16,448	16,448
Transferred to general fund receipts....	-5,150	-5,150	-5,150
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,024	-1,024	-1,024
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-1,550	-1,550	-1,550
Transferred to payments to counties from grazing and mineral leasing receipts from National Grasslands.....	-500	-500	-500
Total available for appropriation.....	14,211	13,973	13,973
Appropriation.....	-8,462	-8,224	-8,224
Unappropriated balance, end of year.....	5,749	5,749	5,749
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 0 - 341-526 (6500)

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STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code 14-5132-0-2-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
00.01 Improvements to public lands.....	8,000	8,000	8,000
00.02 Farm tenant act lands.....	1,400	1,400	1,400
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	10,000	10,000	10,000
Financing:			
21.40 Unobligated balance available, start of year.....	-1,816	-1,816	-1,816
24.40 Unobligated balance available, end of year.....	1,816	1,816	1,816
39.00 Budget authority.....	10,000	10,000	10,000
Budget authority:			
40.00 Appropriation (indefinite, special fund).....	8,462	8,224	8,224
40.00 Appropriation (definite general fund).....	1,538	1,776	1,776
43.00 Appropriation (adjusted).....	10,000	10,000	10,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	10,000	10,000	10,000
72.40 Obligated balance, start of year.	3,683	3,933	4,183
74.40 Obligated balance, end of year...	-3,933	-4,183	-4,433
90.00 Outlays.....	9,750	9,750	9,750
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

Identification code 14-5132-0-2-302		19 85 actual	19 86 estimate	19 87 estimate
	Personnel compensation:			
11.1	Full-time permanent	2,823	2,846	2,846
11.3	Other than full-time permanent	331	334	334
11.5	Other personnel compensation	100	100	100
11.9	Total personnel compensation	3,254	3,280	3,280
12.1	Personnel benefits: Civilian	400	403	403
21.0	Travel and transportation of persons	150	150	150
22.0	Transportation of things	700	600	600
23.2	Communications, utilities, and other rent	40	40	40
25.0	Other services	1,116	1,405	1,405
26.0	Supplies and materials	2,000	1,900	1,900
31.0	Equipment	340	322	322
32.0	Lands and structures	2,000	1,900	1,900
99.9	Total obligations	10,000	10,000	10,000

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

• DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code 14-5132-0-2-302	19 85 actual	19 86 estimate	19 87 estimate
Total number of full-time permanent positions	114	114	114
Total compensable workyears:			
Full-time equivalent employment	130	130	130
Full-time equivalent of overtime and holiday hours	3	3	3

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

SPECIAL ACQUISITION
OF LANDS & MINERALS

SPECIAL ACQUISITION
OF LANDS & MINERALS

Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals

This appropriation was established to account for the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake National Recreation Area (NRA) and Wilderness Area, and for other transactions involving monetary credits specifically authorized and directed by an Act of Congress.

The major activity covered by this account is:

Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-466 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). This is permanent authority not requiring current Congressional action.

Justification of Program and Performance

Activity: Rattlesnake NRA and Wilderness Area

(Dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
(Permanent Authority to Borrow)	$	1,300	1,300	1,300	1,300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

Authorization

P.L. 97-476
16 U.S.C. 460 11-3

The Rattlesnake Recreation Area and Wilderness Act of 1980. Section 4 of the Act authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

P.L. 98-140
16 U.S.C. 460 11-3

Section 7 of the Lee Metcalf Wilderness and Management Act of 1983 amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

Objective

The objective of this program is to account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights for the Rattlesnake Recreation Area and Wilderness in Montana.

FY 1987 program

On November 19, 1983, pursuant to the statutory authority cited above, BLM issued bidding rights equal to $14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is to be applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended. The eligibility period may be extended for the period of time that force majeure has prevented the use of these rights.

Bidding rights may be assigned to any entity in minimum amounts of $100,000.

The FY 1987 amount represents only additional adjustments to unexercised bidding rights at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION FOR LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code 14-1117-0-1-302	1985 actual	1986 estimate	1987 estimate
Program by activities:			
00.01 Rattlesnake NRA and Wilderness Area	1,300	1,300	1,300
00.02 Cranberry Wilderness Area	14,700	---	---
10.00 Total obligations (object class 33.0)	16,000	1,300	1,300
Financing:			
39.00 Budget authority	16,000	1,300	1,300
Budget authority:			
Current:			
40.00 Appropriation	15,000	---	---
40.00 Reduction pursuant to P.L. 98-473	-300	---	---
43.00 Appropriation (adjusted)	14,700	---	---
Permanent:			
67.10 Authority to borrow (Public Law 96-476, as amended)	1,300	1,300	1,300
Relation of obligations to outlays:			
71.00 Obligations incurred, net	16,000	1,300	1,300
72.47 Obligated balance, start of year: Authority to borrow	61	---	---
74.47 Obligated balance, end of year: Authority to borrow	---	---	---
90.00 Outlays	16,061	1,300	1,300
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

SERVICE CHARGES, DEPOSITS, & FORFEITURES

RECREATION DEV. & OPER. OF REC. FACILITIES

Appropriation Summary Statement

Appropriation: Recreation Development and Operation of Recreation Facilities

Recreation user fees collected by the Bureau of Land Management (BLM) are presently deposited in the Land and Water Conservation Fund. The estimated amount of fees collected in FY 1987 is $1,000,000.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

Identification code 14-5011-0-2-302	1985 actual	1986 estimate	1987 estimate
Program by activities:			
10.00 Total obligations (object class 25.0)	---	---	---
Financing:			
21.40 Unobligated balance available, start of year	-20	-20	-20
24.40 Unobligated balance available, end of year	20	20	20
39.00 Budget authority	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	---	---	---
90.00 Outlays	---	---	---
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

SERVICE CHARGES, DEPOSITS, & FORFEITURES

SERVICE CHARGES,
DEPOSITS, & FORFEITURES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances BLM's costs of performing specific applicant-initiated actions by collecting deposits or service charges from the applicant and making these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally-initiated applications and ensures the immediate availability of funds for work such as rights-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of rights-of-way applications, which make up the largest program in this appropriation.

Funds are also expected to be deposited for processing applications and monitoring construction and operations for about 68 major rights-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems.

Processing costs of all small rights-of-way (R/W) projects estimated to cost less than $5,000 to process are provided to this appropriation through a fee schedule. Revised regulations for issuance of R/W's under the authority of FLPMA and the Mineral Leasing Act (MLA) are expected to be issued in FY 1986.

In addition to rights-of-way processing, this appropriation also finances certain costs for miscellaneous cost recoverable realty cases, repair of damaged lands, and BLM's Adopt-a-Horse Program.

Appropriation Language Sheet

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended. Provided, That pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under section 304 of the Act of October 21, 1976, and sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976, may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under section 304(b) of said Act.

(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1986 Public Law 99-).

Justification of Proposed Language Changes

Appropriation: Service Charges, Deposits, and Forfeitures

1. Insert the following language: "Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976, may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of said Act."

This new language provision in BLM's Service Charges, Deposits and Forfeitures appropriation responds to an Appeals Court ruling on consolidated appeals in Nevada Power Co., et al. v. U.S. (Tenth Circuit, June 16, 1983). The Tenth Circuit ruled that the Secretary of the Interior must consider all factors listed in section 304(b) of the Federal Land Policy and Management Act (FLPMA), 43 U.S. 1734(b), in determining whether costs charged to applicants for special benefits are reasonable.

The above language is being requested to clarify the congressional intent that the Secretary collect the full, actual cost of processing these large scale rights-of-way applications without regard to making individual case-by-case determinations on the other factors listed in section 304(b). Except for donated funds, only those funds collected from applicants and deposited in and appropriated from this account may be expended for the purpose of processing those applications. The language also provides that small applications, which are relatively inexpensive to process and which are subject to a fixed schedule of fees or service charges set by regulation, may be processed using these or other funds available to the BLM including the amount of the fixed fees collected, deposited in and appropriated from this account without regard to maintaining exact project-by-project accounting for each application.

Appropriation Language Citations

Bureau of Land Management

Appropriation: Service Charges, Deposits, and Forfeitures

1. For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

43 U.S.C. 1719(c)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1764(g)
and
P.L. 93-153 Sec. 101
P.L. 93-153 Sec. 203

43 U.S.C. 1719(c) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys...shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended..."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operation, and termination of the facility pursuant to the right-of-way.

P.L. 93-153 Sec. 101 and 203 amends section 28 of the Mineral Leasing Act of 1920 and authorizes a Trans-Alaska oil pipeline and provides for reimbursement of costs pursuant to issuance of the right-of-way.

2. "Provided, That pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under section 304 of the Act of October 21, 1976, and sections 101 and 203 of Public Law 93-153 and appropriated hereby shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976, may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under section 304(b) of said Act."

43 U.S.C. 1734(a), (b)

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys. . . shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1737

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes . . . . Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and appropriated and made available until expended..."

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or otherwise, may cause a refund of the amount in excess to be made from applicable funds."

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

Summary of Base Adjustments:	FTE-T	Amount
Appropriation, 1986	45	5,920
1987 Base Budget	45	5,920

	1985 Actual		1986 Estimate		1987 Base		1987 Estimate 1/		Inc.(+)/ Dec.(-) from 1986		Inc.(+)/ Dec.(-) From Base	
Comparison by activity:	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Rights-of-Way Processing.....	31	1,700	43	3,550	43	3,550	43	3,550	---	---	---	---
Adopt-a-Horse Program..	---	870	---	870	---	870	---	760	---	-110	---	-110
Repair of Damaged Lands.....	1	1,350	1	1,150	1	1,150	1	1,150	---	---	---	---
Cost Recoverable Realty Cases.....	1	150	1	350	1	350	1	350	---	---	---	---
Total Requirements	33	4,070	45	5,920	45	5,920	45	5,810	---	-110	---	-110

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from deposits, forfeitures, cost reimbursements, and performance bonds.

MISCELLANEOUS
PERMANENT APPROPRIATIONS

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(Dollar amounts in thousands)

Program Elements	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
$	1,700	3,500	3,550	3,550	---	---
(FTE-T)	(31)	(43)	(43)	(43)	(---)	(---)

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 18 P.L. 93-153	The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 92-195	The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to facilitate production and transportation of domestic energy resources and to expedite the granting of all rights-of-way (R/W's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable R/W's over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from deposits of funds made in advance of Bureau work by applicants and grant holders.

Only those costs incurred as a direct result of the filing of an application or the issuing of a R/W grant and which facilitate processing, monitoring or termination of such are charged against the individual project.

FY 1987 program

The FY 1987 funding level for Rights-of-Way Processing is $3,550,000 and 43 FTE.

This activity accomplishes the workload associated with granting rights-of-way including preliminary analyses, environmental assessments, appraisals, grant issuance, and compliance monitoring through cost recovery.

By the beginning of FY 1987, regulations will have been published which will have established a fee schedule which more completely covers the reimbursement of full costs for minor or smaller types of R/W's applied for under FLPMA and MLA authority, and will outline more precisely the effects of the reasonableness criteria stated in FLPMA on cost reimbursement funding.

Implementation of these measures permit the processing of R/W cases to be funded more heavily through the "Service Charges, Deposits, and Forfeitures" appropriation. Approximately 2,600 cases will be funded fully or partially by reimbursement from the applicant. The remainder are cases which are not cost reimbursable and are funded in the MLR appropriation. Only a portion of processing costs for the FLPMA cases will be recoverable due to the reasonableness criteria in FLPMA and will be funded in the MLR appropriation.

Receipts are expected to increase in major cases in FY 1986 and 1987. This increase is based upon expected increases in the average receipts per case and a slight increase in the number of cases processed. The increase in receipts for minor cases is expected as a result of full implementation of cost recovery regulations. However, receipts are still not expected to cover all processing costs.

The FY 1987 program consists of processing 68 major right-of-way applications (fee schedule category VI), some of which will cost more than $100,000 to process. There are also 1,425 R/W applications costing less than $5,000 to process, including 500 under the authority of MLA and 925 under the authority of FLPMA, that will be processed and funded under this appropriation.

The following number of applications would be accomplished at the FY 1987 funding level:

Workload Measures	1985 Actual	1986 Estimate	1987 Base	1987 Estimate
R/Ws/MLA (cases):				
Processing costs under $5,000	175	375	500	500
Processing costs over $5,000	18	18	19	19
R/Ws/FLPMA (cases):				
Processing costs under $5,000	400	800	925	925
Processing costs over $5,000	46	46	49	49

The following table presents the anticipated rights-of-way processing workload for FY 1987 by appropriation and in total:

Workload Measure	Funded by MLR Appropriation (Estimate)	Funded by Service Charges Appropriation (Estimate)	Total
Mineral Leasing Act			
- under $5,000 (#)	300	500	800
- over $5,000 (#)	---	19	19
FLPMA			
- under $5,000 (#)	820	925	1,745
- over $5,000 (#)	(5)	49	54
Total			
under $5,000 (#)	1,120	1,425	2,545
over $5,000 (#)	(5)	68	73

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Adopt-a-Horse Program

(Dollar amounts in thousands)

Program Elements	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
$	870	870	870	760	-110	-110
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Rangelands Improvement Act (PRIA) of 1978, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and,
- Recover a part of the associated veterinary, and animal maintenance costs from persons adopting the animals.

FY 1987 program

The FY 1987 base funding level for the Adopt-a-Horse program is $870,000.

BLM charges standard fees for the adoption of wild horses and burros to partially offset costs of operating the adoption program. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program.

Standard adoption fees paid to BLM by adopters of wild horses and burros are set at $125 per horse and $75 per burro. Emergency rulemaking was initiated in May 1984 that gives the BLM Director the authority to waive or adjust the adoption fee for those animals not selected for adoption under the existing fee.

At the current adoption fee level, it is estimated that 11,500 horses and 2,000 burros will be adopted by qualified private cooperators in FY 1987, resulting in approximately $780,000 in fees.

The use of these funds will partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; conduct compliance checks of adopters; process title applications; and contract for the operation of fixed and temporary adoption centers by private contractors.

The FY 1987 estimate of $780,000 is derived as follows:

Adoption and Sale Revenues:			
11,500 horses adopted	@ $ 55	=	$630,000
2,000 burros adopted	@ $ 75	=	150,000
			$780,000

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Repair of Damaged Lands

(dollar amounts in thousands)

Program Elements	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
$	1,350	1,150	1,150	1,150	---	---
(FTE-T)	(1)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1735 P.L. 94-579	The Federal Land Policy and Management Act of 1976, (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and
- Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

FY 1987 program

FLPMA authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. A total of $1,150,000 is estimated to become available in FY 1987 for repair of damaged lands and facilities.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(Dollar amounts in thousands)

Program Elements	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc. (+) Dec.(-) from 1986	Inc. (+) Dec. (-) from Base
$	150	350	350	350	---	---
(FTE-T)	(1)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732, 1745, 1746, P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to provide a funding mechanism to recover the cost of processing certain types of realty cases as authorized by FLPMA.

FY 1987 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits and Forfeitures

Object Class		1987 Base FTE	1987 Base Amount	1987 Estimate FTE	1987 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel Compensation:						
11.1	Full-time Permanent	36	1,110	36	1,110	---	---
11.3	Other than full-time permanent	9	123	9	123	---	---
11.5	Other personnel compensation	---	100	---	100	---	---
11.9	Total personnel compensation	45	1,333	45	123	---	---
	Other Objects						
12.1	Personnel benefits		225		225		---
21.0	Travel and transportation of persons		150		150		---
22.0	Transportation of things		350		350		---
23.2	Communications, utilities and other rent		20		20		---
24.0	Printing and reproduction		30		30		---
25.0	Other services		2,842		2,732		-110
26.0	Supplies and materials		100		100		---
31.0	Equipment		20		20		---
32.0	Lands and structures		850		850		---
	Total requirements		5,920		5,810		-110

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code 14-5017-0-2-302	1985 actual	1986 estimate	1987 estimate
Program by activities:			
00.01 Rights-of-way processing.....	1,700	3,550	3,550
00.02 Adopt-a-horse program.....	870	870	760
00.03 Repair of lands and facilities...	1,350	1,150	1,150
00.04 Cost recoverable realty cases....	150	350	350
10.00 Total obligations.....	4,070	5,920	5,810
Financing:			
21.40 Unobligated balance available, start of year.....	-3,993	-3,993	-3,993
24.40 Unobligated balance available, end of year.....	3,993	3,993	3,993
40.00 Budget authority (appropriation) (indefinite, special fund).	4,070	5,920	5,810
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	4,070	5,920	5,810
72.40 Obligated balance, start of year.	909	1,550	1,910
74.40 Obligated balance, end of year...	-1,550	-1,910	-1,910
90.00 Outlays.....	3,429	5,560	5,810
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

Type size:
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Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code 14-5017-0-2-302		1985 actual	1986 estimate	1987 estimate
	Personnel compensation:			
11.1	Full-time permanent	820	1,146	1,146
11.3	Other than full-time permanent	99	128	128
11.5	Other personnel compensation	100	100	100
11.9	Total personnel compensation	1,019	1,374	1,374
12.1	Personnel benefits: Civilian	172	232	232
21.0	Travel and transportation of persons	100	150	150
22.0	Transportation of things	300	350	350
23.2	Communications, utilities, and other rent	30	20	20
24.0	Printing and reproduction	30	30	30
25.0	Other services	1,699	2,794	2,684
26.0	Supplies and materials	100	100	100
31.0	Equipment	20	20	20
32.0	Lands and structures	600	850	850
99.9	Total obligations	4,070	5,920	5,810

BLM-327

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6000)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code 14-5017-0-2-302	1985 actual	1986 estimate	1987 estimate
Total number of full-time permanent positions	26	36	36
Total compensable workyears:			
Full-time equivalent employment	33	45	45
Full-time equivalent of overtime and holiday hours	4	4	4

GPO : 1981 O - 341-526 (6500)

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

MISCELLANEOUS
PERMANENT APPROPRIATIONS

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of public lands and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Leasing of grazing lands
2. Payments to Oklahoma, royalties
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
4. Payments to counties, Oregon and California grant lands
5. Payments to States (proceeds of sales)
6. Payments to States from grazing receipts, etc., public land outside grazing districts
7. Payments to States from grazing receipts, etc., public lands within grazing districts
8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous
9. Payments to Alaska, National Petroleum Reserve
10. Payments to counties, National Grasslands
11. Expenses, road maintenance deposits
12. Payments to Nevada from receipts on land sales
13. Payments from proceeds, sale of water

Appropriation: Miscellaneous Permanent Appropriations	FTE-T	Amount
Summary of Base Adjustments:		
Appropriation, 1986	55	52,777
Base Adjustments:		
Restoration of Full Payments, O&C Counties	---	---
1987 Base Budget	55	+23,000

	1985 Actual		1986 Estimate		1987 Base		1987 Estimate 1/		Inc.(+)/ Dec.(-) from 1986		Inc. (+)/ Dec. (-) from Base	
Comparison by activities:	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Leasing of grazing lands	--	--	--	--	--	--	--	--	--	--	--	--
2. Payments to Oklahoma (royalties)	--	13	--	6	--	6	--	6	--	--	--	--
3. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands	--	580	--	580	--	580	--	580	--	--	--	--
4. Payments to counties, Oregon and California grant lands	--	67,041	--	34,550	--	57,550	--	52,450	---	-5,100	--	-5,100
5. Payments to States (proceeds of sales)	--	872	--	612	--	612	--	568	---	-44	--	-44

	1985 Actual		1986 Estimate		1987 Base		1987 Estimate 1/		Inc.(+)/ Dec.(-) from 1986		Inc. (+)/ Dec. (-) from Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts.....	--	1,024	--	1,024	--	1,024	--	--	--	--	--	--
7. Payments to States from grazing receipts etc., public lands within grazing districts.....	--	1,550	--	1,550	--	1,550	--	1,550	--	--	--	--
8. Payments to States from grazing receipts, etc., public lands within grazing districts miscellaneous.....	--	5	--	5	--	5	--	5	--	--	--	--
9. Payments to Alaska, National Petroleum Reserve.....	--	7,569	--	7,600	--	7,600	--	7,600	--	--	--	--
10. Payments to counties, National grasslands...	--	418	--	500	--	500	--	500	--	--	--	--
11. Expenses, road maintenance deposits..	55	5,600	55	5,600	55	5,600	55	5,600	--	--	--	--
12. Payments to Nevada from receipts on land sales.....	--	822	--	750	--	750	--	750	--	--	--	--
13. Payments from proceeds, sale of water.....	--	--	--	--	--	--	--	--	--	--	--	--
	55	85,494	55	52,777	55	75,777	55	70,633	--	-5,144	--	-5,144

1/ Estimates of the appropriations are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

TRUST FUNDS

Activity: 1. Leasing of Grazing Lands

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	---	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	---)	(---)	(---)

In accordance with 43 U.S.C. 315m, State, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements.

Activity: 2. Payments to Oklahoma (royalties)

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	13	13	6	6	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools.

Activity: 3. Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	580	580	580	580	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	67,041	34,550	57,550	52,450	17,900	-5,100
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds. The FY 1986 estimate incorporated an initiative to have "net receipts" sharing from O&C receipts. Under this initiative, management costs of $23 million would have been deducted from the O&C counties' share in FY 1986 prior to distribution. While it is likely that some form of net timber receipts sharing will be proposed in FY 1987, there is currently no good estimate of the impact of that proposal on payments to O&C counties. Thus, the FY 1987 base and estimate do not reflect net receipts sharing. The decrease from base reflects the anticipated impact of the Federal Timber Contract Payment Modification Act (P.L. 98-478).

Activity: 5. Payments to States (proceeds of sales)

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	872	612	612	568	-44	-44
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 31 U.S.C. 1305, the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of public land and public land products. These payments are to be used for educational purposes or for construction of public roads and improvements. The decrease reflects the anticipated impact of the Federal Timber Contract Payment Modification Act (P.L. 98-478).

Activity: 6. Payments to States from grazing receipts, etc., public lands outside grazing districts

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	1,024	1,024	1,024	1,024	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from public lands outside of organized grazing districts. The Estimate for FY 1987 is based on a grazing fee ($1.35 /AUM) used in prior years; this is subject to change pending the outcome of Congressional action establishing a new fee or continuing the existing one.

Activity: 7. Payments to States from grazing receipts, etc., public lands within grazing districts

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	1,550	1,550	1,550	1,550	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries. The Estimate for FY 1987 is based on a grazing fee ($1.35 /AUM) used in prior years; this is subject to change pending the outcome of Congressional action establishing a new fee or continuing the existing one.

Activity: 8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	5	5	5	5	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The Estimate for FY 1987 is based on a grazing fee ($1.35 /AUM) used in prior years; this is subject to change pending the outcome of Congressional action establishing a new fee or continuing the existing one.

Activity: 9. Payments to Alaska, National Petroleum Reserve

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	7,569	7,600	7,600	7,600	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 94 Stat. 2964, Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service.

Activity: 10. Payments to counties, National Grasslands

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	418	500	500	500	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including mineral leasing, is paid to the counties in which such lands are located. These funds are used for schools and roads. The estimate for FY 1987 is higher than the FY 1986 level due to an anticipated increase in grazing fee receipts in FY 1986.

Activity: 11. Road Maintenance Deposits

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	5,660	5,600	5,600	5,600	---	---
(FTE-T)	(55)	(55)	(55)	(55)	(---)	(---)

Public Law 94-579 (FLPMA) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701, et seq.), excluding $150,000 which is earmarked for administrative expenses.

Activity: 12. Payments to Nevada from receipts on land sales

(Dollar amounts in thousands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	822	750	750	750	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

Activity: 13. Payments from proceeds, sale of water

(Dollar amounts in thouands)

	1985 Actual	1986 Estimate	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from 1986	Inc (+) Dec. (-) from Base
$	---	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)	(---)

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class		1987 Base and Estimate FTE	1987 Base and Estimate Amount
11.9	Personal compensation	55	1,497
12.1	Personal benefit		180
22.0	Transportation of things		1,000
23.2	Communications, utilities, and other rent		30
25.0	Other services		1,500
26.0	Supplies and materials		300
31.0	Equipment		100
32.0	Lands and structures		350
41.0	Grants, subsidies and contributions		65,676
	Total requirements		70,633

Type size:
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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 85 actual	19 86 estimate	19 87 estimate
Program by activities:			
00.01 Leasing of grazing lands	---	---	---
00.02 Payments to Oklahoma (royalties)	13	6	6
00.03 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	580	580	580
00.04 Payments to counties, Oregon and California grant lands	67,041	34,550	52,450
00.05 Payments to States (proceeds of sales)	872	612	568
00.06 Payments to States from grazing receipts, etc., public lands outside grazing districts	1,024	1,024	1,024
00.07 Payments to States from grazing receipts, etc., public lands within grazing districts	1,550	1,550	1,550
00.08 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	5	5	5
00.09 Payments to Alaska, National Petroleum Reserve	7,569	7,600	7,600
00.10 Payments to counties, national grasslands	418	500	500
00.11 Expenses, road maintenance deposits	5,600	5,600	5,600
00.12 Payments to Nevada from receipts on land sales	822	750	750
00.13 Payments from proceeds, sale of water	---	---	---
10.00 Total obligations	85,494	52,777	70,633
Financing:			
21.40 Unobligated balance available, start of year	-3,254	-3,254	-3,254
24.40 Unobligated balance available, end of year	3,254	3,254	3,254
60.00 Budget authority (appropriation) (permanent, indefinite, special fund)	85,494	52,777	70,633
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

TRUST FUNDS

Type size:
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Case 210

STANDARD FORM 300
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 85 actual	19 86 estimate	19 87 estimate
Relation of obligations to outlays:			
71.00 Obligations incurred, net	85,494	52,777	70,633
72.40 Obligated balance, start of year	9,104	9,955	9,955
74.40 Obligated balance, end of year	-9,955	-9,955	-9,955
90.00 Outlays	84,643	52,777	70,633
Distribution of budget authority by account:			
Leasing of grazing lands (receipt limitations)	---	---	---
Payments to Oklahoma (royalties)	13	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	580	580	580
Payments to counties, Oregon and California grant lands	67,041	34,550	52,450
Payments to States (proceeds of sales) (receipt limitations)	872	612	568
Payments to States from grazing receipts, etc., public lands outside grazing districts	1,024	1,024	1,024
Payments to States from grazing receipts, etc., public lands within grazing districts	1,550	1,550	1,550
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous	5	5	5
Payments to Alaska, National Petroleum Reserve	7,569	7,600	7,600
Payments to counties, national grasslands	418	500	500
Expenses, road maintenance deposits	5,600	5,600	5,600
Payments to Nevada from receipts on land sales	822	750	750
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(PO : 1981 O - 341-526 (6500)

TRUST FUNDS

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 85 actual	19 86 estimate	19 87 estimate
Distribution of outlays by account:			
Payments to Oklahoma (royalties)	13	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	449	580	580
Payments to counties, Oregon and California grant lands	65,981	34,550	52,450
Payments to States (proceeds of sales) (receipt limitations)	865	612	568
Payments to States from grazing receipts, etc., public lands outside grazing districts	1,024	1,024	1,024
Payments to States from grazing receipts, etc., public lands within grazing districts	1,544	1,550	1,550
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous	5	5	5
Payments to Alaska, National Petroleum Reserve	7,569	7,600	7,600
Payments to counties, national grasslands	569	500	500
Expenses, road maintenance deposits	5,791	5,600	5,600
Payments to Nevada from receipts on land sales	833	750	750
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(FO : 1981 O - 361-526 (6500)

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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code 14-9921-0-2-999	1985 actual	1986 estimate	1987 estimate
Personnel compensation:			
11.1 Full-time permanent	1,302	1,313	1,313
11.3 Other than full-time permanent	134	134	134
11.5 Other personnel compensation	50	50	50
11.8 Special personal services payments	---	---	---
11.9 Total personnel compensation	1,486	1,497	1,497
12.1 Personnel benefits: Civilian	178	180	180
21.0 Travel and transportation of persons	---	---	---
22.0 Transportation of things	1,000	1,000	1,000
23.2 Communications, utilities, and other rent	30	30	30
25.0 Other services	1,500	1,500	1,500
26.0 Supplies and materials	956	943	943
31.0 Equipment	100	100	100
32.0 Lands and structures	350	350	350
41.0 Grants, subsidies, and contributions	79,894	47,177	65,033
99.9 Total obligations	85,494	52,777	70,633
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

GPO : 1991 O - 301-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code 14-9921-0-2-999	19 85 actual	19 86 estimate	19 87 estimate
Total number of full-time permanent positions	50	50	50
Total compensable workyears:			
Full-time equivalent employment	55	55	55
Full-time equivalent of overtime and holiday hours	1	1	1

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This account includes two indefinite trust fund appropriations as follows:

Land and Resource Management Trust Fund - Monies in this fund are contributed for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 775, 887, 1719, 1721, 1737; 48 Stat. 1224-36, 74 Stat. 506; Department of the Interior and Related Agencies Appropriations Act, , Public Law 99- .

Appropriation Language Citations

Bureau of Land Management

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h	43 U.S.C. 1719
43 U.S.C. 315i	43 U.S.C. 1721
43 U.S.C. 355	43 U.S.C. 1737
43 U.S.C. 759	48 Stat. 1224-36
43 U.S.C. 761	74 Stat. 506
43 U.S.C. 775	P.L. 98-473
43 U.S.C. 887	

43 U.S.C. 315h, 315i provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and that these funds be deposited into the Treasury in a trust fund and permanently appropriate these funds for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through trust funds.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737 provides for funds contributed for 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals to be placed in a trust account and to be available until expended.

48 Stat. 1224-36 provides for payments in advance for public surveys.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

Public Law 99-473, the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides the current appropriation of FLPMA authorized trust funds.

Summary of Requirements

Appropriation: Miscellaneous Trust Funds	FTE-T	Amount
Summary of Base Adjustments:		
Appropriation, 1986 (indefinite) 1/.....	16	700
Base Adjustments	--	--
1987 Base Budget 1/.....	16	700

	1985 Actual		1986 Estimate 1/		1987 Base		1987 Estimate 1/		Inc.(+)/ Dec.(-) from 1986		Inc.+)/ Dec.(-) Over 1987 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
1. Land and Resource Management Trust Fund.....	16	4,114	16	699	16	699	16	699	---	---	---	---
2. Trustee Funds, Alaska Townsites....	---	1	---	1	---	1	---	1	---	---	---	---
Total Requirements	16	4,115	16	700	16	700	16	700	---	---	---	---
Current Appropriation (Indefinite)		(100)		(100)		(100)		(100)		(---)		(---)
Permanent Appropriation (Indefinite)		(4,114)		(600)		(600)		(600)		(---)		(---)

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from estimates.

WORKING CAPITAL FUND

Justification of Program and Performance

Appropriation:	Miscellaneous Trust Funds (Indefinite)
Activities:	Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(Dollar amounts in thousands)

	FY 1985 Estimate	FY 1986 Estimate	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from 1986	Inc. (+) Dec. (-) from Base
$	4,115	700	700	700	---	---
(FTE-T)	(16)	(16)	(16)	(16)	(---)	(---)

Authorization

43 U.S.C. 1719, 1721 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) con- ducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.
43 U.S.C. 355	The Act of March 3, 1891 (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 31 U.S.C. 1321 provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- Provide for resource development, protection and management through the utilization of contributions of money and services; and
- Provide public surveys when estimated costs are contributed in advance.

FY 1987 program

LAND AND RESOURCE MANAGEMENT TRUST FUND

The FY 1987 Estimate is $699,000 and 16 FTE. This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from the recipients of these BLM services. Contributions must be deposited before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by sections 211 (omitted

lands) and 307(c) (studies, cooperative agreements, and contributions) of the Federal Land Policy and Management Act (1976). Included in the FY 1987 program are estimated contributions received from the State of California Off-Highway Vehicle license ("green sticker") funds and used by BLM for the development, maintenance and operation of benefiting projects on BLM- administered public lands in the State of California. Acceptance of contributions is also authorized by the Taylor Grazing Act, 43 U.S.C. 315, (rangeland improvement contributions) and by 43 U.S.C. 759, 760, 761, 775 and 887 (public surveys); and these contributions are permanently appropriated by those Acts.

TRUSTEE FUNDS, ALASKA TOWNSITES

The FY 1987 Estimate is $1,000.

Alaska town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds	1987 Base		1987 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11. Personnel Compensation:						
11.1 Full-time permanent	11	276	11	276	---	---
11.3 Other than full-time permanent	5	74	5	74	---	---
11.5 Other personnel compensation	---	15	---	15	---	---
11.8 Special personal services payments	---	2	---	2	---	---
11.9 Total personnel compensation	16	367	16	367	---	---
Other Objects						
12.1 Personnel benefits		45		45		---
21.0 Travel and transportation of persons		20		20		---
22.0 Transportation of things		20		20		---
23.2 Communications, utilities, and other rent		20		20		---
25.0 Other services		46		46		---
26.0 Supplies and materials		65		65		---
31.0 Equipment		17		17		---
32.0 Lands and structures		100		100		---
Total requirements		700		700		---

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code 14-9971-0-7-302	19 85 actual	19 86 estimate	19 87 estimate
Program by activities:			
00.01 Land and resource management trust fund	699	699	699
00.02 Trustee funds, Alaska townsites	1	1	1
10.00 Total obligations	700	700	700
Financing:			
21.40 Unobligated balance available, start of year	-1,248	-1,248	-1,248
24.40 Unobligated balance available, end of year	1,248	1,248	1,248
39.00 Budget authority	700	700	700
Budget authority:			
Current:			
40.00 Appropriation (indefinite)	100	100	100
Permanent:			
60.00 Appropriation (indefinite)	600	600	600
Relation of obligations to outlays:			
71.00 Obligations incurred, net	700	700	700
72.40 Obligated balance, start of year	506	506	506
74.40 Obligated balance, end of year	-506	-506	-506
90.00 Outlays	700	700	700
Distribution of budget authority by account:			
Land and resource management trust fund	699	699	699
Trustee funds, Alaska townsites	1	1	1
Distribution of outlays by account:			
Land and resource management trust fund	699	699	699
Trustee funds, Alaska townsites	1	1	1
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

WORKING CAPITAL FUND

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code 14-9971-0-7-302		1985 actual	1986 estimate	1987 estimate
	Personnel compensation:			
11.1	Full-time permanent	284	287	287
11.3	Other than full-time permanent	77	78	78
11.5	Other personnel compensation	15	15	15
11.8	Special personal services payments	2	2	2
11.9	Total personnel compensation	378	382	382
12.1	Personnel benefits: Civilian	46	47	47
21.0	Travel and transportation of persons	20	20	20
22.0	Transportation of things	20	20	20
23.2	Communications, utilities, and other rent	20	20	20
24.0	Printing and reproduction	---	---	---
25.0	Other services	39	34	34
26.0	Supplies and materials	60	60	60
31.0	Equipment	17	17	17
32.0	Lands and structures	100	100	100
99.9	Total obligations	700	700	700

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WORKING CAPITAL FUND

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code 14-9971-0-7-302	19 85 actual	19 86 estimate	19 87 estimate
Total number of full-time permanent positions	11	11	11
Total compensable workyears: Full-time equivalent employment	16	16	16

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-5-6 (6500)

WORKING CAPITAL FUND

WORKING CAPITAL
FUND

Appropriation Summary Statement

Appropriation: Working Capital Fund

Section 306 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1736) authorized a BLM working capital fund and appropriations of up to $3 million for initial capitalization of the fund. For this purpose, $2 million has been made available until expended. The fund is a self-sustaining revolving fund.

The WCF was initiated in June 1978, with an operations and maintenance program for all Bureau-owned vehicles and equipment; and a replacement program for general purpose vehicles and Western Oregon Road Maintenance funding. Since that time, fire vehicles, selected special purpose and construction equipment, aviation management, and cadastral and grazing management stores have been added.

This fund was made available without fiscal year limitation for expenses necessary for furnishing supplies and equipment services and aircraft services in support of Bureau programs. Services and supplies provided by the fund to other BLM activities are charged at rates designed to recover costs, including an income provision for increased future costs of equipment replacement.

OTHER

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
Program and Financing (in thousands of dollars)

Identification code 14-4525-0-4-302	19 85 actual	19 86 estimate	19 87 estimate
Program by activities:			
Land management related supplies and support:			
00.01 Operating expenses	6,740	7,244	7,642
00.02 Capital investment	6,087	6,409	4,700
10.00 Total obligations	12,827	13,653	12,342
Financing:			
11.00 Offsetting collections from: Federal funds: Revenue	-14,319	-14,900	-15,500
21.40 Unobligated balance available, start of year	-7,924	-6,465	-7,712
23.98 Unobligated balance rescinded (P.L. 99-88)	2,951	---	---
24.40 Unobligated balance available, end of year	6,465	7,712	10,870
39.00 Budget authority	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	-1,492	-1,247	-3,158
72.40 Obligated balance, start of year	8,150	4,866	4,409
74.40 Obligated balance, end of year	-4,866	-4,409	-2,700
90.00 Outlays	1,792	-790	-1,449
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
Revenue and Expense (in thousands of dollars)

Identification code 14-4525-0-4-302	1985 actual	1986 estimate	1987 estimate
Operating income or loss:			
Revenue	14,319	14,900	15,500
Expense	-12,446	-13,100	-13,500
Net income for the year	1,873	1,800	2,000
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OTHER

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
Statement of Financial Condition (in thousands of dollars)

Identification code 14-4525-0-4-302	19 85 actual	19 86 estimate	19 87 estimate
Assets:			
Selected assets:			
Fund balance with Treasury	10,627	9,709	8,000
Accounts receivable	1,300	1,300	1,300
Stores inventory (net)	2,700	2,700	2,700
Real property and equipment (net)	19,760	22,478	26,187
Total assets	34,387	36,187	38,187
Liabilities:			
Selected liabilities:			
Accounts payable including accrued liabilities	1,000	1,000	1,000
Unfunded liabilities	---	---	---
Total liabilities	1,000	1,000	1,000
Government equity:			
Selected equities:			
Unexpended balances:			
Unobligated balance	6,465	7,712	10,870
Undelivered orders	5,166	4,709	3,000
Invested capital	21,756	22,766	23,317
Total Government equity	33,387	35,187	37,187
Analysis of changes in Government equity:			
Paid-in capital:			
Opening balance	23,524	20,792	20,792
Transactions:			
Appropriation	---	---	---
Rescission (P.L. 99-88)	-2,951	---	---
Donated assets	219	---	---
Closing balance	20,792	20,792	20,792
Retained income:			
Opening balance	10,722	12,595	14,395
Transactions: net operating income	1,873	1,800	2,000
Closing balance	12,595	14,395	16,395
Total Government equity (end of period)	33,387	35,187	37,187
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
Object Classification (in thousands of dollars)

Identification code 14-4525-0-4-302		19 85 actual	19 86 estimate	19 87 estimate
	Personnel compensation:			
11.1	Full-time permanent	903	1,036	1,082
11.3	Other than full-time permanent	53	66	64
11.5	Other personnel compensation	5	5	5
11.9	Total personnel compensation	961	1,107	1,151
12.1	Personnel benefits: Civilian	132	154	160
21.0	Travel and transportation of persons	52	56	59
22.0	Transportation of things	235	244	254
23.2	Communications, utilities, and other rent	42	44	46
24.0	Printing and reproduction	3	3	3
25.0	Other services	1,368	1,423	1,480
26.0	Supplies and materials	6,647	6,913	7,189
31.0	Equipment	3,387	3,709	2,000
99.9	Total obligations	12,827	13,653	12,342

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
Personnel Summary

Identification code 14-4525-0-4-302	1985 actual	1986 estimate	1987 estimate
Total number of full-time permanent positions	17	17	17
Total compensable workyears: Full-time equivalent employment	18	18	18

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

Appropriation Language Sheet

Administrative Provisions

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000: Provided, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937, (50 Stat. 876), of the special fund designated the "Oregon and California grant land fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further, That appropriations herein made may be expended for surveys of Federal lands of the United States and on a reimbursable basis for surveys of Federal lands of the United States and for protection of lands for the State of Alaska: Provided further, That an appeal of any reductions in grazing allotments on public rangelands must be taken within 30 days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within 2 years after the appeal is filed; Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau: Provided further, That the segregative effect of the Department of the Navy withdrawal application N 37171, covering approximately 181,323 acres of public lands in Churchill County, Nevada, shall continue until such withdrawal is acted upon by the Congress. Segregation shall not prevent compatible public land uses which would be allowed under the terms of the proposed withdrawal.

Public Law 99- ; Department of the Interior and Related Agencies Appropriations Act, 1986.

Justification of Proposed Language Changes

Administrative Provisions

1. Addition: "That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands".) shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937, (50 Stat. 876), of the special fund designated the "Oregon and California grant land fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further,"

This language is required to ensure that expenditures made in connection with the Oregon and California Grant Lands and Coos Bay Wagon Roads Grant Lands in addition to the expenditures made under the Oregon and California Grant Land Appropriation do not exceed the 25% of receipts identified in subsection (c) of the O&C Act for Management of the O&C and CBWR grant lands.

U.S. Department of the Interior
Bureau of Land Management

Research and Development Activities as Reflected in FY 1986 Budget

The Bureau Research and Development Program consists mainly of cooperative research projects entered into with established institutions, primarily Federal Research Agencies and Universities. The R&D activities are financed by programming allocations from line item activities.

Areas of investigation include acid rain, and participation in the NAPAP research and monitoring program, hydrologic monitoring of ground and surface water systems, and surface and groundwater impacts related to land use changes such as surface mining. Wildlife habitat requirements and habitat protection and improvement methods are also areas of active investigation.

Rangeland Resources continues to support those research projects involving livestock grazing systems and impacts of livestock on vegetation, soil erosion, and wildlife. Wildlife Resources has continued to support a major effort on Snake River Birds of Prey while increasing emphasis on technology transfer of results obtained during earlier years.

Emphasis continues to be placed on the development of ADP systems specifically designed to improve the Bureau's management capability. Approximately $400,000 per year will be spent on projects to enable the Bureau to make better use of remote sensing and to upgrade related technology and procedures.

The Bureau is also devoting resources for arctic research in Alaska. Areas of emphasis include North Slope wildlife and fisheries studies, development of monitoring plans for reindeer range, and evaluation of the oil and gas potential of the Arctic National Wildlife Refuge.

Items of Special Interest

The BLM also participates in the Forestry Intensified Research Program (FIR). The objectives of this program are to develop improved reforestation methods and to develop the technology to improve the quality of timber stands. Other participants in the program are the Forest Service, the Oregon State Forestry Department and various industrial and private landowners. The program was initiated in 1978 to address reforestation problems that were being encountered in southern Oregon. More than 100,000 acres of timbered O&C lands have been removed from the allowable cut base because of anticipated reforestation problems. These lands can be restored to the base if successful reforestation techniques are developed. The proposed budget includes $1.3 million for FIR in 1987.

Research and Development Activities
Department of the Interior
Bureau of Land Management

	Line Code		FY 1985	FY 1986	FY 1987
Conduct of R&D by Activity					
Basic Research	101	Budget Authority	-0-	-0-	-0-
		Obligations	-0-	-0-	-0-
		Outlays	-0-	-0-	-0-
Applied Research	102	Budget Authority	1.7	1.7	1.7
		Obligations	1.7	1.7	1.7
		Outlays	1.7	1.7	1.7
Development	103	Budget Authority	1.7	1.0	1.0
		Obligations	1.7	1.0	1.0
		Outlays	1.7	1.0	1.0
Total Conduct of Research & Dev.	199	Budget Authority	3.4	2.7	2.7
		Obligations	3.4	2.7	2.7
		Outlays	3.4	2.7	2.7
Conduct of R&D Performed by Colleges & Univ.	201	Budget Authority	.5	.4	.4
		Obligations	.5	.4	.4
		Outlays	.5	.4	.4
R&D Facilities	301	Budget Authority	-0-	-0-	-0-
		Obligations	-0-	-0-	-0-
		Outlays	-0-	-0-	-0-

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	1985 Estimate	1986 Estimate	1987 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES-5	3	3	3
ES-4	18	18	18
ES-3	4	4	4
ES-2	2	2	2
ES-1	2	2	2
Subtotal	29	29	29
GS/GM-15	84	82	82
GS/GM-14	217	212	211
GS/GM-13	583	569	567
GS-12	1,287	1,256	1,252
GS-11	2,014	1,966	1,959
GS-10	80	78	78
GS-09	1,535	1,498	1,493
GS-08	193	188	188
GS-07	676	660	658
GS-06	463	452	450
GS-05	862	842	839
GS-04	542	529	527
GS-03	230	224	223
GS-02	14	14	14
Subtotal	8,780	8,570	8,541
Ungraded	525	520	510
Total permanent positions	9,335	9,120	9,081
Unfilled positions, end of year	-530	-510	-500
Total permanent employment, end of year	8,805	8,610	8,581

DEPARTMENT OF THE INTERIOR

STATEMENT OF PERSONNEL RESOURCES

	Full-Time Equivalents (workyears)			
	1984 Actual	1985 Estimate	1986 Estimate	1987 Estimate
BUREAU OF LAND MANAGEMENT				
1. Bureau personnel resources	10,233	10,220	9,993	9,947
2. Supplementals and legislative program items	---	---	---	---
3. Overtime and holiday work	312	309	308	308
4. Youth programs and/or developmental positions under the Worker-Trainee Opportunity Program	41	23	23	35
Personnel resources shown in budget schedules (sum of lines 1 thru 4)	10,586	10,552	10,324	10,290
Workyears subject to ceilings (sum of lines 1 and 2)	10,233	10,220	9,993	9,947
Financed by allocations from: Department of Agriculture, U.S. Forest Service	(75)	(75)	(75)	(75)

Bureau of Land Management - Total
DEPARTMENT OF THE INTERIOR
RENTAL PAYMENTS

	FY 1985 Actual	FY 1986 Estimate	FY 1987 Estimate
A. Space Rented from: Total			
B. Space Occupied: (square feet in thousands):			
Base Space			
Office Space	1,420	1,420	1,409
Other	2,748	2,848	2,838
Total Base Space	4,168	4,268	4,249
Workspace Management Reform Program			
Expansion (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	100	---	100
Total Expansion	100	---	100
Reduction (Planned in CY; Estimate in BY)			
Office Space	---	-11	-4
Other	---	-10	-11
Total Reduction	---	-21	-15
Total Space Required			
Office Space	1,420	1,409	1,405
Other	2,848	2,838	2,927
Total Space Required	4,268	4,247	2,332
C. Rental Payments (obligations, $ in thousands):			
Base Total Rent	24,475	25,063	24,657
Base Office Rent	18,415	18,806	18,412
Total Expansion	416	1,146	336
Office Expansion	228	574	-20
Final Total Space Rent	24,891	26,209	24,993
Final Office Rent	18,831	19,380	18,392
Final Object Class Estimates: (Object Class 23)	24,891	26,209	24,993
Rent per square foot of office space for standard level of services	$13.26	$13.75	$13.09
D. Personnel Housed in Rented Office Space:			
Total FTE Employment:	10,243	9,820	9,911
Personnel Housed in the Rented Space Reported on this Exhibit:			
Permanent Employees	7,510	7,640	7,616
Cyclical Employees	880	894	896
Other Personnel	430	444	444
Total	8,820	8,978	8,956
Average Office Space per Person	161	157	157

MLR
DEPARTMENT OF THE INTERIOR
RENTAL PAYMENTS TO GSA
(Bureau of Land Management)

	FY 1985 Actual	FY 1986 Estimate	FY 1987 Estimate
A. Space Rented from: GSA			
B. Space Occupied: (square feet in thousands):			
Space Occupied as of March 15, 1985			
Office Space	1,366	1,366	1,366
Other	2,627	2,727	2,727
Total Base Space	3,993	4,093	4,093
Workspace Management Reform Program			
Expansion (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	100	---	100
Total Expansion	100	---	100
Reduction (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	---	---	---
Total Reduction	---	---	---
Total Space Required			
Office Space	1,366	1,366	1,366
Other	2,727	2,727	2,827
Total Space Required	4,093	4,093	4,193
C. Rental Payments: (obligations, $ in thousands):			
Base Total Rent	23,610	24,160	23,821
Base Office Rent	17,939	18,318	18,015
Total Expansion	416	1,214	250
Office Expansion	228	640	---
Final Total Space Rent	24,026	25,374	29,071
Final Office Rent	18,167	18,958	18,015
Final Object Class Estimates: Payments to GSA (Object Class 23.1)	24,026	25,374	24,071
Rent per square foot of office space for standard level of services	$13.30	$13.88	$13.19
D. Personnel Housed in Rented Office Space:			
Total FTE Employment:	10,243	9,820	9,911
Personnel Housed in the Rented Space Reported on this Exhibit:			
Permanent Employees	7,097	7,255	7,283
Cyclical Employees	850	850	850
Other Personnel	400	400	400
Total	8,347	8,505	8,533
Average Office Space per Person	164	161	160

MLR
DEPARTMENT OF THE INTERIOR
RENTAL PAYMENTS - OTHER
(Bureau of Land Management)

	FY 1985 Actual	FY 1986 Estimate	FY 1987 Estimate
A. Space Rented from: GSA			
B. Space Occupied: (square feet in thousands):			
Base Space			
Office Space	19.6	19.6	8.6
Other	21.7	21.7	11.7
Total Base Space	41.3	41.3	20.3
Workspace Management Reform Program			
Expansion (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	---	---	---
Total Expansion	---	---	---
Reduction (Planned in CY; Estimate in BY)			
Office Space	---	-11	-4
Other	---	-10	-11
Total Reduction	---	-21	-15
Total Space Required			
Office Space	19.6	8.6	4.6
Other	21.7	11.7	.7
Total Space Required	41.3	20.3	5.3
C. Rental Payments (obligations, $ in thousands):			
Base Total Rent	357.7	407.8	380.8
Base Office Rent	191.3	200	133
Total Reduction	---	-68	-64
Office Reduction	---	-66	-20
Final Total Space Rent	375.7	339.8	316.8
Final Office Rent	191.3	134	113
Final Object Class Estimates: (Object Class 23.2)	375.7	339.8	316.8
Rent per square foot of office space for standard level of services	$9.76	$15.58	$24.57
D. Personnel Housed in Rented Office Space:			
Total FTE Employment:	10,243	9,820	9,911
Personnel Housed in the Rented Space Reported on this Exhibit:			
Permanent Employees	125	125	51
Cyclical Employees	10	10	6
Other Personnel	---	---	---
Total	135	135	57
Average Office Space per Person	145	64	81

O&C

DEPARTMENT OF THE INTERIOR
RENTAL PAYMENTS TO GSA
(Bureau of Land Management)

	FY 1985 Actual	FY 1986 Estimate	FY 1987 Estimate
A. Space Rented from: GSA			
B. Space Occupied: (square feet in millions):			
Space Occupied as of March 15, 1985			
Office Space	34	34	34
Other	73	73	73
Total Base Space	107	107	107
Workspace Management Reform Program			
Expansion (Planned in CY; Estimate in BY)			
Office Space	---	---	9
Other	---	---	5
Total Expansion	---	---	14
Reduction (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	---	---	---
Total Reduction	---	---	---
Total Space Required			
Office Space	34	34	43
Other	73	73	78
Total Space Required	107	107	121
C. Rental Payments: (obligations, $ in thousands):			
Base Total Rent	471	475	435
Base Office Rent	282	285	261
Total Expansion	---	---	150
Office Expansion	---	---	109
Final Total Space Rent	471	475	585
Final Office Rent	282	285	370
Final Object Class Estimates:			
Payments to GSA (Object Class 23.1)	471	475	585
Rent per square foot of office space for standard level of services	$8.29	$8.38	$8.60
D. Personnel Housed in Rented Office Space:			
Total FTE Employment:	10,243	9,820	9,911
Personnel Housed in the Rented Space Reported on this Exhibit:			
Permanent Employees	302	302	327
Cyclical Employees	31	31	34
Other Personnel	---	---	---
Total	333	333	361
Average Office Space per Person	102	102	119

O&C
DEPARTMENT OF THE INTERIOR
RENTAL PAYMENTS - OTHER
(Bureau of Land Management)

	FY 1985 Actual	FY 1986 Estimate	FY 1987 Estimate
A. Space Rented from: GSA			
B. Space Occupied: (square feet in thousands):			
Base Space			
Office Space	.4	.4	.4
Other	26.3	26.3	26.3
Total Base Space	26.7	26.7	26.7
Workspace Management Reform Program			
Expansion (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	---	---	---
Total Expansion	---	---	---
Reduction (Planned in CY; Estimate in BY)			
Office Space	---	---	---
Other	---	---	---
Total Reduction	---	---	---
Total Space Required			
Office Space	.4	.4	.4
Other	26.3	26.3	26.7
Total Space Required	26.7	26.7	26.7
C. Rental Payments (obligations, $ in thousands):			
Base Total Rent	18.3	20.2	20.2
Base Office Rent	2.7	3.0	3.0
Total Reduction	---	---	---
Office Reduction	---	---	---
Final Total Space Rent	18.3	20.2	20.2
Final Office Rent	2.7	3.0	3.0
Final Object Class Estimates:			
(Object Class 23.2)	18.3	20.2	20.2
Rent per square foot of office space for standard level of services	$6.75	$7.50	$7.50
D. Personnel Housed in Rented Office Space:			
Total FTE Employment:	10,243	9,820	9,911
Personnel Housed in the Rented Space Reported on this Exhibit:			
Permanent Employees	5	5	5
Cyclical Employees	---	---	---
Other Personnel	---	---	---
Total	5	5	5
Average Office Space per Person	80	80	80

Agency Contact: R. Hildebeidel
Phone: 343-4851

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
AGENCY DEBT COLLECTION LEVEL OF EFFORT

In-house activities:

TOTAL FULL TIME EQUIVALENT EMPLOYMENT				TOTAL IN-HOUSE OBLIGATIONS ($000)			
1985 (EST)	1986 (EST)	1987 (EST)	1988 (EST)	1985 (EST)	1986 (EST)	1987 (EST)	1988 (EST)
1	1	1	1	31	31	32	33

Contracted debt collection:

	TOTAL CONTRACTURAL COST OF DEBT COLLECTION ($000)			
	1985 (EST)	1986 (EST)	1987 (EST)	1988 (EST)
Amount of receivables collected by private collection agencies.....	10	12	15	20
Costs of contractor collections.....	1	2	2	3
Net amount retained by Government.....	9	10	13	17

NOTE

The amounts shown above represent BLM's portion of a Department wide centralized Debt Collection Contract administered by BLM Management on behalf of the Office of the Secretary. This contract was issued for use by all of Interior's Bureaus and Offices, late in fiscal year 1983. Each of the participating Bureaus refer their past due debts to BLM's Debt Collection Coordinator who reviews them to insure that they conform to the Debt Collection Act before forwarding the debts to the contractor. The Bureaus have agreed to share cost proportionally and to reimburse BLM for the coordinators wages and incidental costs associated with the centralized collection effort.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
STATUS OF DEBT COLLECTION
(in thousands of dollars)

Agnecy Contact: R. Hildebeidel
Phone: 343-4851

Identification Code: 14-1109-0-1-302
Account Title: Management of Lands and Resources

Category: Appropriation/Fund Account

	1985 (EST)	1986 (EST)	1987 (EST)	1988 (EST)
Status of Receivables				
1. Receivables, start of year...	19,678	13,109	9,124	11,124
2. New receivables.....	18,089	22,545	26,454	29,144
3. Receivables collected.....	-23,429	-24,530	-22,454	-28,090
(Current).....	(-2,239)	(-2,647)	(-3,983)	(-2,524)
(Delinquent/defaulted receivables.....	(-10,869)	(-8,476)	(-7,141)	(-7,154)
4. Write-offs.....	-1,229	-2,000	-2,000	-2,500
5. Receivables, end of year.....	13,109	9,124	11,124	9,678
6. (Delinquent/defaulted receivables).....	(10,869)	(7,910)	(9,070)	(7,246)

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